DOCUMENT RESUME

ED 447 227 UD 033 841

AUTHOR	Redmond, Christina; Clinedinst, Melissa; O'Brien, Colleen
TITLE	Educating the Emerging Majority: The Role of Minority-Serving Colleges & Universities in Confronting America's Teacher Crisis. A Report from the Alliance for Equity in Higher Education.
INSTITUTION	Institute for Higher Education Policy, Washington, DC.
PUB DATE	2000-09-00
NOTE	54p.
AVAILABLE FROM	The Institute for Higher Education Policy, 1320 19th Street, NW, Suite 400, Washington, DC 20036 (free).
PUB TYPE	Reports - Descriptive (141)
EDRS PRICE	MF01/PC03 Plus Postage.
DESCRIPTORS	*Black Colleges; *Diversity (Student); Elementary Secondary Education; *Equal Education; Higher Education; Institutional Characteristics; *Minority Groups; *Teacher Education; *Teacher Supply and Demand

ABSTRACT

This report examines the roles that minority serving institutions (MSIs) play and the challenges they face in educating students of color. The U.S. Census Bureau projects that students of color will become the majority in K-12 classrooms by the middle of the 21st century. Despite this shift, classroom teachers are not broadly representative of the students they teach; 9 of 10 U.S. teachers are white. Data from MSIs that make up the Alliance for Equity in Higher Education as well as profiles of teacher education programs at some MSIs show some of the ways that institutions are preparing qualified teachers of color. MSIs produce a large number of teacher education graduates in areas of high national need, such as mathematics and science. The diversity of teacher education graduates from Alliance member institutions is in stark contrast to that of non-Alliance institutions. The analyses in this report demonstrate the critical role of MSIs in preparing teachers of color. Some specific recommendations are made to support MSI, including increased federal resources, broader public investments, higher teacher salaries, and public awareness campaigns. The report also calls for partnerships among institutions that serve large numbers of students of color and increased study of minority teacher supply. (Contains 14 figures and 66 references.) (SLD)

Reproductions supplied by EDRS are the best that can be made
from the original document.

ED 447 227

EDUCATING THE EMERGING MAJORITY:

The Role of Minority-Serving Colleges & Universities in Confronting America's Teacher Crisis

BEST COPY AVAILABLE

A Report From **THE ALLIANCE FOR EQUITY IN HIGHER EDUCATION**

Prepared By **THE INSTITUTE FOR HIGHER EDUCATION POLICY**

UD033841

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
☑ This document has been reproduced as received from the person or organization originating it.
☐ Minor changes have been made to improve reproduction quality.
• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

Alliance for Equity in Higher Education
Uniting for America's Future

PERMISSION TO REPRODUCE AND DISSEMINATE THIS MATERIAL HAS BEEN GRANTED BY
C. O'Brien
Institute for Higher Ed. Policy
TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

1

EDUCATING THE EMERGING MAJORITY:

The Role of Minority-Serving Colleges & Universities in Confronting America's Teacher Crisis

A REPORT FROM
The Alliance for Equity in Higher Education

PREPARED BY
The Institute for Higher Education Policy

September 2000

About the Alliance for Equity in Higher Education

The Alliance for Equity in Higher Education promotes greater collaboration and cooperation among colleges and universities that serve large numbers of students of color in order to enhance the nation's economic competitiveness, social stability, and cultural richness. The Alliance was founded by the American Indian Higher Education Consortium (AIHEC), the Hispanic Association of Colleges and Universities (HACU), and the National Association for Equal Opportunity in Higher Education (NAFEO), with support from the W.K. Kellogg Foundation.

For further information about the Alliance or member organizations, please contact:

AIHEC
121 Oronoco Street, Alexandria, VA 22314
Tel: (703) 838-0400 • Fax: (703) 838-0388 • Website: www.aihec.org

HACU
8415 Datapoint Drive, Suite 400, San Antonio, TX 78229
Tel: (210) 692-3805 •Fax: (210) 692-0823 • Website: www.hacu.net
Washington Office: One Dupont Circle, NW Suite 605, Washington, DC 20036
Tel: (202) 833-8361 • Fax: (202) 833-8367

NAFEO
Zalco Building, 8701 Georgia Avenue, Suite 200, Silver Spring, MD 20910
Tel: (301) 650-2440 • Fax: (301) 495-3306 • Website: www.nafeo.org

The Alliance is headquartered at:
THE INSTITUTE for Higher Education Policy
1320 19th Street, NW, Suite 400, Washington, DC 20036
Tel: (202) 861-8223 • Fax: (202) 861-9307 • Website: www.ihep.com/alliance

The Institute for Higher Education Policy is a non-profit, non-partisan organization whose mission is to foster access to and quality in postsecondary education. The Institute's activities are designed to promote innovative solutions to the important and complex issues facing higher education. These activities include research and policy analysis, policy formulation, program evaluation, strategic planning and implementation, and seminars and colloquia.

ACKNOWLEDGMENTS

This report, the first policy report issued by the Alliance for Equity in Higher Education, was prepared by Christina Redmond, Research Assistant, Melissa Clinedinst, Research Analyst, and Colleen O'Brien, Vice President, with guidance from Jamie Merisotis, President, at The Institute for Higher Education Policy. Alisa Federico Cunningham, Senior Research Analyst, and Tom Wolanin, Senior Associate, provided analytic support and editorial assistance. Project Assistant Mark Harvey provided graphic assistance.

The Institute would like to thank the members of the Alliance working group for their invaluable guidance, feedback, and encouragement throughout the entire process, including: Meg Goetz, Director of Congressional Relations, and Veronica Gonzales, Executive Director, AIHEC; Gumecindo Salas, Vice President for Government Relations, and Antonio Flores, President, HACU; Bea Pace Smith, Director for Federal Relations, and Henry Ponder, President, NAFEO. In addition, our thanks to many other colleagues who provided comments and ideas for the report, including Dr. Elias Blake and Dr. Burnett Joiner. We would also like to thank Gil Kline of Strategic Communications, Free Hand Press, and Franklin's.

The Alliance would like to express its appreciation to the institutional representatives who took time out of their busy schedules to speak with us about their teacher education programs and review earlier drafts of the report: Kathy Froelich, Sitting Bull College; John McBride, University of Texas-Pan American; Cheryl Medearis, Sinte Gleska University; Wanda S. Mitchell, Hampton University; W. Clinton Pettus, Cheyney University of Pennsylvania; and Sheryl L. Santos, California State University, Bakersfield.

We also offer our special thanks to Betty Overton-Adkins at the W.K. Kellogg Foundation for her enduring support of the Alliance's efforts.

We heartily acknowledge the help of these individuals and organizations and recognize that they are not responsible for any errors of omission or interpretation contained herein.

TABLE OF CONTENTS

Executive Summary 1

Introduction 5

Defining the Crisis: The Demand for Teachers of Color 9

The Vital Role of MSIs in Graduating Minority Teacher Candidates 15

Doing More with Less: Public Policy Challenges Facing MSIs 21

Institutional Profiles: Teacher Education on Campus 27

Recommendations 41

References 45

LIST OF FIGURES

Figure One: Growth in Public Elementary and Secondary Enrollment, Fall 1987 to Fall 2006 5

Figure Two: Projected Composition of U.S. Classrooms, 2005, 2020, and 2050 6

Figure Three: Diversity of the Teaching Workforce, AY 1993–94 9

Figure Four: Enrollment in Teacher Education Programs by Race/Ethnicity, 1995 10

Figure Five: Selected Characteristics of Schools by Minority Enrollment 11

Figure Six: The Earnings Gap between Teachers and Non-Teachers 13

Figure Seven: Teacher Education Students Completing Bachelor's Degrees by Race/Ethnicity, AY 1996–97 16

Figure Eight: Teacher Education Students Completing Less than Bachelor's Degrees and Certificates by Race/Ethnicity, AY 1996–97 16

Figure Nine: Math/Science Teacher Education Students Completing Bachelor's Degrees by Race/Ethnicity, AY 1996–97 17

Figure Ten: Bilingual/ESL Teacher Education Students Completing Bachelor's Degrees by Race/Ethnicity, AY 1996–97 17

Figure Eleven: Racial/Ethnic Composition of Teacher Education Graduates, AY 1996–97 18

Figure Twelve: Profile of State Teacher Licensure Tests 24

Figure Thirteen: PRAXIS I and PRAXIS II Passing Rates by Race/Ethnicity, 1994 to 1997 25

Figure Fourteen: Pool of Candidates Who Passed PRAXIS I and PRAXIS II by Race/Ethnicity, 1994 to 1997 25

FOREWORD

This report represents an important beginning for our organizations and, we hope, a beginning for the development of public policy in higher education that better serves the needs of all students. In July 1999, the American Indian Higher Education Consortium (AIHEC), the Hispanic Association of Colleges and Universities (HACU), and the National Association for Equal Opportunity in Higher Education (NAFEO) made the historic decision to join forces to create a new collaborative, the Alliance for Equity in Higher Education. The fundamental goal of the Alliance is simple: to promote greater collaboration and cooperation among minority-serving institutions (MSIs) of higher education. This report is the first of our efforts as the Alliance to publish major policy reports that will strengthen our common bonds and improve educational opportunities for the communities we serve.

Increasing the number of well-trained teachers of color is the responsibility of all colleges and universities in the United States that instruct and guide future and current teachers and provide them with the tools they need to succeed in today's complex classroom environment. But MSIs—Historically Black Colleges and Universities and other predominantly Black colleges and universities, Hispanic-Serving Institutions, and Tribal Colleges and Universities—are a critical and little understood spoke in the wheel of teacher education programs and schools. The more than 320 colleges and universities that fall into this category of MSIs educate nearly one-third of all students of color in the United States. More important, MSIs award nearly one-half of all teacher education degrees and certificates to African American, American Indian, and Hispanic students.

We hope that this report provides a greater understanding of the important issues confronting our nation with respect to the education of teachers of color, and that it offers insights into the critical role that MSIs can and must play in increasing both the numbers and the quality of preparation for teachers of color. Reaching that goal will have a profound impact on the U.S. education system and will help ensure that the nation is more economically competitive, socially stable, and culturally rich for all Americans.

Veronica Gonzales	**Antonio Flores**	**Henry Ponder**
Executive Director	*President*	*President*
AIHEC	HACU	NAFEO

EXECUTIVE SUMMARY

The U.S. Census Bureau projects that students of color will become the majority in K–12 classrooms by the middle of the 21st century. This dramatic shift in the proportion of minority students already is taking place, with 37 percent of elementary and secondary school enrollment now comprised of students of color. Despite this shift, classroom teachers are not broadly representative of the students they teach: 9 out of 10 teachers are white.

A teacher of color in the classroom has an impact on *all* students, not just students of color. For African American, Hispanic, Asian, and American Indian children, having a teacher of color means having a role model. For white students, having a teacher of color presents an opportunity to learn from an individual who reflects the broad cultural and social diversity that is the bedrock of our national unity.

The limited supply of teachers of color is the result of the convergence of several trends, including substandard K–12 academic preparation and educational experiences of students of color, family background and social issues, and the disincentives of low salaries and the lack of respect and prestige associated with teaching, as well as discrimination within the profession. While some time and resources have been invested in efforts to increase the presence of teachers of color in the classroom, little attention has been paid to the substantial role that minority-serving institutions (MSIs) play in expanding the pool of minority educators.

MSIs are colleges and universities that enroll a high proportion of students of color. Many students who attend MSIs come from educationally disadvantaged and/or low-income backgrounds; often, they are the first generation in their family to attend college. The missions of teacher education programs at MSIs center around the goal of training teachers of color to serve as role models for minority students and their communities. MSIs place special focus on the cultural backgrounds and unique needs of their students, offering a system of support and a sense of community unrivaled by majority institutions. Due in part to this focus, MSIs have an unparalleled record of success in graduating students of color from teacher education programs.

The Alliance for Equity in Higher Education is a coalition of minority-serving institutions that includes the American Indian Higher Education Consortium, the Hispanic Association of Colleges and Universities, and the National Association for Equal Opportunity in Higher Education. These founding member organizations represent Tribal Colleges and Universities (TCUs), Hispanic-Serving Institutions (HSIs), and Historically and Other Predominantly Black Colleges and Universities (HBCUs), respectively. All three organizations have come together to form the Alliance to promote greater collaboration and cooperation among colleges and universities that serve large numbers of students of color. The more than 320 institutions represented by the Alliance member organizations educate more than one-third of all students of color in the United States. This report is one aspect of the Alliance's efforts to enhance public and policymakers' understanding of these institutions.

The report examines the unique and vital roles that MSIs play and the challenges they face in educating teachers of color. In order to highlight the performance of these institutions, original data analyses of the minority-serving institutions that make up the Alliance are presented. Specific teacher education programs at HBCUs, HSIs, and TCUs are profiled to demonstrate some of the different approaches these institutions have used to prepare qualified teachers of color. Finally, public policy recommendations are offered, proposing solutions targeted on the needs of MSIs that may have widespread application to other institutions as they attempt to address the teacher shortage.

Major Findings

Key findings from the report include the following:

- Current population estimates project that "minority" students will become the majority in U.S. classrooms by 2050: the proportion of the school-age population (ages 5 to 17) made up of people of color is expected to increase to 44 percent by 2020 and to 54 percent by 2050
- Despite their increasing enrollment in teacher education programs, students of color still account for only 15 percent of enrollment in such programs
- Alliance member MSIs graduate a significant proportion of minority teacher education students, awarding 46 percent of teacher education bachelor's degrees earned by African American students, 49 percent of those earned by Hispanic students, and 12 percent of those earned by American Indian students. When completion of less than bachelor's degrees—such as associate's degrees and certificates—is considered, the proportion awarded by Alliance member institutions to both Hispanic and American Indian students increases to more than one-half
- MSIs produce a large number of teacher education graduates in areas of high national need, such as math and science. Alliance member institutions award 41 percent of math and science teacher education bachelor's degrees earned by African American students and 54 percent of those earned by Hispanic students in the United States; and
- The diversity of teacher education graduates from Alliance member institutions is in stark contrast to that of non-Alliance institutions: one-fourth of all Alliance member teacher education graduates are white, whereas only 14 percent of teacher education graduates from non-Alliance member institutions represent any minority group.

Public Policy Challenges

Public policies dealing with teacher education programs and the populations served by MSIs have largely been insufficient for meeting student and community needs. For example, funding to support the development of MSIs under Titles III and V of the Higher Education Act has been modest, totaling less than $210 million in funding awarded competitively to just a fraction of all MSIs. Similarly, funding for the federal TRIO and GEAR UP programs, which are broadly targeted to student populations like those served by MSIs, meets the needs of only a small percentage of eligible students: for example, less than 5 percent of the 11 million students eligible for TRIO can be served under current federal funding.

For programs dealing specifically with teacher education, funding not only has been inadequate but also now is being dangerously linked to narrow measures of outcomes of all teacher education programs at colleges and universities. Of particular concern is the use of licensure and certification tests as the sole criterion of quality in these programs. These tests discount the importance of effective interaction with students, innovative approaches to classroom instruction directed toward individual learning styles, and other pedagogical techniques. While demonstrated competency in the subject matter being taught is imperative, the transmittal of knowledge from teacher to student is equally, if not more, important.

During the 1998 reauthorization of the Higher Education Act, Congress created new accountability

measures involving the reporting of pass rates on teacher examinations. These new federally mandated reporting requirements, and the resultant state and national report cards, could have significant repercussions at MSIs. Under the new provisions, federal money will be tied to the performance of teacher education programs as measured almost exclusively by students' scores on teacher certification and licensing exams. Any institution of higher education that offers a teacher preparation program that the state assesses as "low performing": (1) shall be ineligible for any funding for professional development activities awarded by the Department of Education, and (2) shall not be permitted to accept or enroll in the institution's teacher preparation program any student that receives aid under Title IV.

The fact that MSIs, facing chronic underfunding and financial insecurity, produce a substantial proportion of teachers of color to serve as role models in high-poverty and educationally disadvantaged communities continues to be ignored. Under pressure by states and the federal government to produce teacher education graduates that achieve higher pass rates, some MSIs are beginning to deny admission into teacher education programs for those students whose previous academic performance—as measured by high school GPA and ACT, SAT, and PRAXIS I scores—"predicts" poor future performance on teacher licensure exams. Without addressing the inadequate academic preparation that many minorities receive at the K-12 level, using higher test scores as a gatekeeper will reduce significantly the pool of minority teacher candidates and undermine MSIs' mission.

The success of teacher education programs at MSIs in producing well-trained teachers of color is evidenced not only in the number of teachers produced, but also in the unique and innovative approaches used to train teachers who can educate the nation's growing minority population. Specific examples of HSIs, HBCUs, and TCUs that profile the diversity of methods and philosophies that result in qualified teachers are included in this report.

Recommendations

The analyses presented in this report demonstrate the critical role of MSIs in preparing teachers of color. Based on the lessons learned from MSIs, we offer the following recommendations:

- **Target increased federal resources to MSIs in order to improve the participation and success of students of color in teacher education programs.** For example, a new pilot program specifically for MSIs could be created within the existing Eisenhower Professional Development Program; awards would be made directly from the Secretary of Education's office rather than from the states. A federally managed program with approximately $100 million set aside—less than one-third of the total of all funding currently allocated for the Eisenhower Professional Development State Grants—would have a dramatic impact on both current and prospective teachers.
- **Strengthen and increase broad public investments in educational opportunity for students of color and low-income individuals.** Given the nation's current economic prosperity, increased investment in improving educational infrastructure in the most disadvantaged areas—particularly with regard to the adequacy of facilities and technology—should be a priority at the federal and state levels. A fixed percentage of the projected budget surplus should be dedicated to ensuring that all students receive high-quality instruction using up-to-date materials in uncrowded classrooms. Full funding of Federal Pell Grants and support sufficient to meet the needs of all students who qualify for TRIO and GEAR UP are important components of this investment.
- **Raise the salaries of teachers to levels comparable to other professions that make invaluable contributions to society.** In order to encourage more college graduates to enter the teaching profession, states and local school districts must provide greater resources for increased teacher salaries. Signing bonuses and

other financial incentives can be effective tools in attracting prospective teachers and retaining current educators. State and local governments should enlist philanthropic entities as partners in this effort. Furthermore, the structure and scope of current loan forgiveness programs should be reviewed.

- **Organize a public information campaign to promote public awareness of the importance of increasing the number of teachers of color in the classroom.** A public awareness campaign is essential in connecting this emerging problem to the national education agenda. The campaign—through print media, television and radio, the Internet, and community centers and campuses—would focus on informing the public and policymakers as to what is at stake if the racial disparity between students and teachers continues.

- **Broaden quality assessments of teacher education programs to include incentive-based bonus grants that rely upon a broad set of criteria.** As an alternative to the onerous single pass rate measures, bonus grants could be awarded to high-performing institutions on the basis of a broad set of criteria related to institutional commitment to addressing the teacher crisis, including: the population of students served; improvement in pass rates using each institution's baseline; and the percentage of graduates who remain in teaching and/or teach in high-need areas. This would provide incentives to institutions without endangering programs that serve large numbers of students of color.

- **Develop partnerships among institutions that serve large numbers of students of color.** Partnerships among institutions would provide opportunities for leaders in teacher education to come together to share best practices and to brainstorm solutions to common problems. A collaborative structure among MSIs also would facilitate general resource sharing, including recruitment of minority faculty for teacher education programs. In order to fund these initiatives, philanthropic and business investment should be sought, as should incentive-based grant funding from government sources.

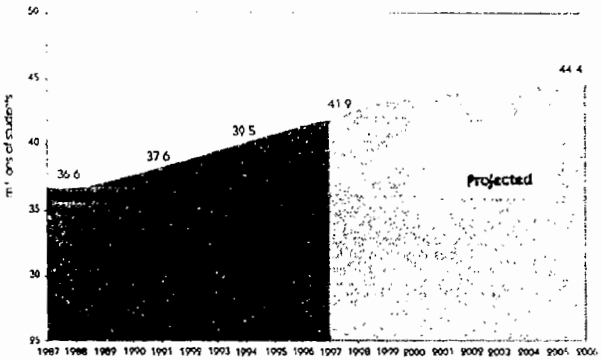
- **Conduct a national study to identify the factors that lead to changes in enrollment among minorities in teacher education programs.** Data show that greater numbers of minorities are enrolling in teacher education programs in the 1990s following two decades of decline. A national study that examines the trends among states and institutions (including MSIs) that recently have experienced increases—or decreases—in minority enrollment in their teacher education programs would expand knowledge of what works on campus. By identifying successful approaches, appropriate policies could be recommended to sustain this growth and to prevent dropoffs in enrollment in teacher education programs in the future.

INTRODUCTION

For more than a decade, national attention has been focused on steady increases in elementary and secondary student enrollment and the resulting need to find high-quality teachers to teach in overflowing classrooms. In fall 1997, enrollment in public elementary and secondary schools was 41.9 million, up from 36.6 million in fall 1987.[1] By fall 2006, public elementary and secondary school enrollment is projected to be 44.4 million (NCES, 2000e) (see Figure One). In order to accommodate this enrollment increase, the U.S. Department of Education predicts that at least 2 million new teachers will be needed by Academic Year (AY) 2008–09 in order to maintain the current student/teacher ratio (Hussar, 1999).[2]

The media has given significant coverage to continuing increases in enrollment, as well as the lack of teachers to educate the growing number of students. Numerous reports and papers have been published and many conferences have been held to discuss the boom in enrollments and possible ways to combat the teacher shortage. While state and federal initiatives addressing teacher quality have been proposed, in some cases these efforts would seem to exacerbate the shortage. For example, reducing class sizes, though facilitating increased interaction between students and teachers, requires even greater numbers of teachers. Nevertheless, attention to the "crisis" in elementary and secondary education has brought the issue of teacher education to the forefront of public awareness.

Figure One: Growth in Public Elementary and Secondary Enrollment, Fall 1987 to Fall 2006



Note: Elementary and secondary enrollment includes grades 1 through 12. Source: NCES, 2000e.

Within the context of enrollment increases and the ensuing teacher shortage, a critical issue is emerging: the growing disparity between the diversity of the student body and that of the teaching force. Enrollment trends reflect changes in the population as a whole, with the growth of minority groups directly affecting the nation's education system. From 1972 to 1998, total minority enrollment in public elementary and secondary schools increased 73 percent, while white, non-Hispanic enrollment decreased by 19 percent (Census,1999b).[3] Current population estimates project that "minority" students will become the majority in U.S. classrooms by 2050: the

[1] Public elementary and secondary school enrollment is for grades 1 through 12 unless otherwise noted.

[2] This projection uses AY 1998–99 as the base year.

[3] In the Census data, a distinction was not made in 1972 between white students and white, non-Hispanic students. Data for white, non-Hispanic students in 1972 were calculated by subtracting the number of Hispanics from the number of whites. Figures for total minority enrollment in both 1972 and 1998 were calculated by subtracting from the total all persons other than white, non-Hispanics.

BEST COPY AVAILABLE

BEST COPY AVAILABLE

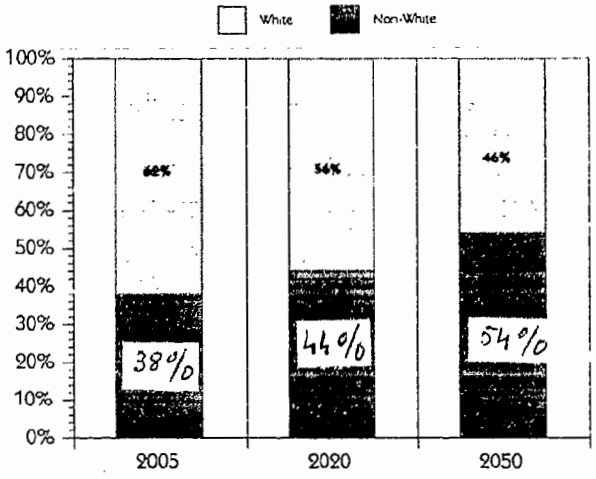
proportion of the U.S. school-age population (ages 5 to 17) made up of people of color—including African Americans, Asians, American Indians, and Hispanics—is expected to increase to 44 percent by 2020 and to 54 percent by 2050 (Census, 2000) (see Figure Two).

The composition of the teaching workforce, however, does not reflect this shift. In AY 1993–94—the most recent year for which data on the racial/ethnic makeup of teachers are available—9 out of 10 teachers were white (AACTE, 1999). A teacher of color in the classroom has an impact on *all* students, not just students of color. For African American, Hispanic, Asian, and American Indian children, having a teacher of color means having a role model. For white students, having a teacher of color presents an opportunity to learn from an individual who reflects the broad cultural and social diversity that is the bedrock of our national unity.

Some time and resources have been invested in efforts to increase the presence of teachers of color in the classroom. But while considerable research and analysis have focused on examining the effectiveness of teacher education programs and recruitment methods for students of color,[4] little attention has been paid to the substantial role that minority-serving institutions (MSIs) play in expanding the pool of minority educators.

MSIs are colleges and universities that enroll a high proportion of students of color. Many students who attend MSIs come from educationally disadvantaged and/or low-income backgrounds; often, they are the first generation in their family to attend college. For example, in AY 1995–96, 83 percent of students attending a Historically Black College or University or Hispanic-Serving Institution were first-generation students, compared to 74 percent of

Figure Two: Projected Composition of U.S. Classrooms, 2005, 2020, and 2050



Note: Projections refer to the school-age population, ages 5 to 17. Non-white includes African Americans, Asians, American Indians, and Hispanics.
Source: Census, 2000.

students enrolled at other institutions. In addition, 39 percent of students enrolled at these institutions in AY 1995–96 were from families in the lowest income quartile, compared to 24 percent enrolled at other institutions (NCES, 1996b).[5]

The missions of teacher education programs at MSIs center around the goal of training teachers of color to serve as role models for minority students and their communities. MSIs place special focus on the cultural backgrounds and unique needs of their students, offering a system of support and a sense of community unrivaled by majority institutions. Due in part to this focus, these institutions have an unparalleled record of success in graduating students of color from teacher education programs.

The Alliance for Equity in Higher Education is a coalition of minority-serving institutions that includes the American Indian Higher Education Consortium

[4] For example, see the American Council on Education's *To Touch the Future: Transforming the Way Teachers Are Taught*; the National Commission on Teaching and America's Future's *What Matters Most: Teaching for America's Future*; the American Association of Colleges for Teacher Education's *Teacher Education Pipeline IV: Schools, Colleges, and Departments of Education Enrollments by Race, Ethnicity, and Gender*; *Education Week's* "Quality Counts 2000: Who Should Teach?" and the formation of organizations such as Recruiting New Teachers, Inc. that work to improve the pool of prospective teachers and provide recruitment strategies through their publications and advocacy initiatives.

[5] For these analyses, institutions having at least 25 percent Hispanic enrollment in fall 1995 were used as a proxy for HSIs.

BEST COPY AVAILABLE

(AIHEC), the Hispanic Association of Colleges and Universities (HACU), and the National Association for Equal Opportunity in Higher Education (NAFEO). These founding member organizations represent Tribal Colleges and Universities (TCUs), Hispanic-Serving Institutions (HSIs), and Historically and Other Predominantly Black Colleges and Universities (HBCUs), respectively. All three organizations have come together to form the Alliance in order to promote greater collaboration and cooperation among the colleges and universities that serve large numbers of students of color. This report is one aspect of the Alliance's efforts to enhance public and policymakers' understanding of these institutions.

Educating the Emerging Majority: The Role of Minority-Serving Colleges and Universities in Confronting America's Teacher Crisis, prepared by The Institute for Higher Education Policy on behalf of the Alliance for Equity in Higher Education, examines the unique and vital roles that MSIs play and the challenges they face in educating teachers of color. In order to highlight the performance of these institutions, original data analyses of the minority-serving institutions that make up the Alliance, including analyses of teacher education program completion rates, are presented. Specific teacher education programs at HBCUs, HSIs, and TCUs are profiled to demonstrate some of the different approaches

The Alliance for Equity in Higher Education Founding Organizations

American Indian Higher Education Consortium (AIHEC)

The American Indian Higher Education Consortium (AIHEC) is a unique—and uniquely American Indian—organization. It was founded in 1972 by the presidents of the nation's first six Tribal Colleges, as an informal collaboration among member colleges. Today, AIHEC has grown to represent 32 colleges and universities in the United States and one Canadian institution, serving students from over 250 federally recognized tribes. AIHEC's mission is to support the work of these colleges and the national movement for tribal self-determination. Its mission statement identifies the following objectives: maintain commonly held standards of quality in American Indian education; assure participation in the foundation and administration of educational legislation, policy, rules, regulations, and budgets; and assist Tribal Colleges in establishing a secure financial base.

Hispanic Association of Colleges and Universities (HACU)

Founded in 1986, the Hispanic Association of Colleges and Universities is a membership association of more than 200 institutions located in 14 states, Puerto Rico and six countries. As an association representing Hispanic-Serving Institutions (HSIs), HACU's work is to promote non-profit, accredited colleges and universities where Hispanics constitute a minimum of 25 percent of the enrollment, or 10 to 24 percent or a minimum of 1,000 Hispanic students (associate members). HACU-member institutions account for two out of every three Hispanics in America's higher education system.

National Association for Equal Opportunity in Higher Education (NAFEO)

The National Association for Equal Opportunity in Higher Education represents the Historically Black Colleges and Universities and Other Predominantly Black institutions of this nation. There are 118 NAFEO institutions, consisting o. public and private institutions, two-year and four-year institutions, as well as graduate and professional schools. They are located in 14 southern states, six northern states, three midwestern states, one western state, the District of Columbia, and the Virgin Islands. NAFEO institutions enroll upwards of 370,000 students and graduate approximately one-third of all African American students annually with undergraduate, graduate, and professional degrees. Since 1966, these institutions have awarded approximately half a million undergraduate, graduate, and professional degrees. They are the providers of equal educational opportunity with attainment and productivity for thousands of students.

BEST COPY AVAILABLE

these institutions have used to prepare qualified teachers of color. Finally, public policy recommendations are offered, proposing solutions targeted on the needs of MSIs that may have widespread application to other institutions as they attempt to address the teacher shortage.

Defining the Universe: Alliance Member Institutions

Combined, the more than 320 institutions[6] represented by the organizations that make up the Alliance for Equity in Higher Education educate more than one-third of all college students of color in the United States (Alliance, 1999). The three types of MSIs involved in the Alliance are:

- **Historically Black Colleges and Universities (HBCUs) and Other Predominantly Black Colleges and Universities:** HBCUs are federally designated colleges that began operating in the 19th century to serve African Americans who were prohibited from attending predominantly white institutions (O'Brien and Zudak, 1998). One hundred and eighteen HBCUs and Other Predominantly Black Colleges and Universities are represented in the Alliance.
- **Hispanic-Serving Institutions (HSIs):** Federal statute defines HSIs as institutions that have at least a 25 percent Hispanic undergraduate full-time-equivalent (FTE) enrollment—with at least 50 percent of their Hispanic FTE students coming from low-income backgrounds—and low education and general expenditures (White House Initiative on Educational Excellence for Hispanic Americans, 2000). Currently, 175 HSIs are represented in the Alliance.[7]
- **Tribal Colleges and Universities (TCUs):** The majority of these institutions are colleges that were chartered by one or more American Indian tribes and that are based on reservations or in communities with large American Indian populations. Most of these colleges are two-year institutions that are less than 30 years old and that have relatively small student bodies. (Boyer, 1997; Cunningham and Parker, 1998). Thirty-two TCUs are represented in the Alliance.[8]

It is important to note that the analyses conducted for this report represent a unique combination of sources and approaches. In reviewing national datasets, the sample of minority students and institutions often is too small, therefore limiting the knowledge that can be collected about institutions and the students they serve. For example, it is often impossible to include data pertaining to American Indians and TCUs. Original analysis of data submitted by institutions to the U.S. Department of Education—as collected through the Integrated Postsecondary Education Data System (IPEDS)—focuses on the groups of MSIs represented in the Alliance. In addition, information from other U.S. Department of Education datasets, including the National Postsecondary Student Aid Study (NPSAS) and the Schools and Staffing Survey, is used. Many other colleges and universities serve large numbers of students of color but are not included in the Alliance because they currently are not members of AIHEC, HACU, or NAFEO. Therefore, numbers cited in this report should be considered conservative estimates of the overall MSI population.

[6] Three institutions are both HACU and NAFEO member institutions.

[7] The number of HSIs can range from 131 to 195, depending on the definition used. For an HSI to become a member of the Hispanic Association of Colleges and Universities (HACU), 25 percent of the total enrollment (part time or full time, undergraduate or graduate) must be Hispanic. Low-income status is not a factor in determining eligibility for HACU membership (HACU, 2000).

[8] AIHEC member institutions total 33, but only 32 are represented in the Alliance. The 33rd is located in Canada.

DEFINING THE CRISIS:
The Demand for Teachers of Color

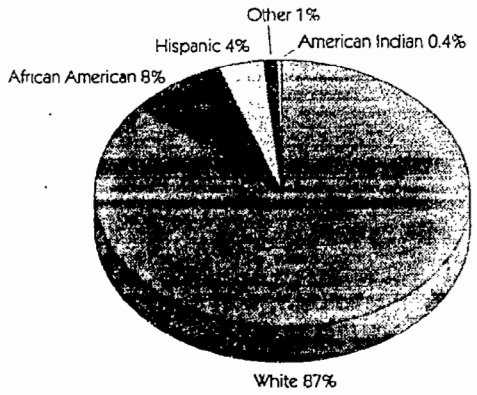
At the heart of the teacher "crisis" are two main issues: a shortage of teachers, including a critical gap between the numbers of students of color and teachers of color, and the quality of teachers prepared by teacher education programs. This report is concerned primarily with the first issue, and focuses in particular on the intersection of students and teachers of color.

Student Enrollment and Teacher Composition Trends

Since 1985, enrollment in public elementary and secondary schools has increased steadily. Much of the increase is attributable to students of color. Minority student enrollment has risen consistently since the 1970s; by October 1998, students of color accounted for 37 percent of elementary and secondary enrollment, an increase of 15 percentage points from October 1972. During the same period, the enrollment of white students decreased (NCES, 2000e).

However, the teaching workforce does not reflect the emerging diversity of the student body. Despite an increase in the number of public elementary and secondary school teachers of nearly 11 percent from AY 1990–91 to AY 1993–94, the majority of teachers in AY 1993–94 were white (see Figure Three). Minority groups increased only slightly as a proportion of all teachers, and in some cases they declined: the proportion of Hispanic and American Indian teachers rose by 1 percentage point and less than 1 percentage point, respectively, while the number of African American teachers decreased by 2 percentage points. The proportion of white public elementary and secondary school teachers increased by slightly more than 1 percentage point (AACTE, 1999).

Figure Three: Diversity of the Teaching Workforce, AY 1993-94



Note: Other includes only Asians.
Source: AACTE, 1999.

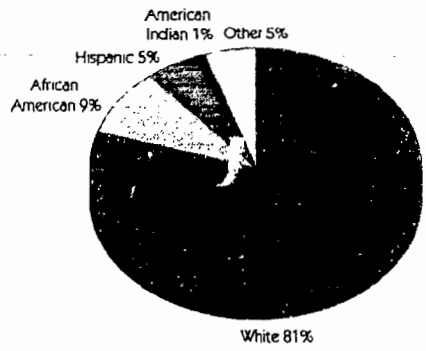
The age of the current teaching workforce is a further complicating factor. In AY 1993–94, more than half of all public elementary and secondary school teachers were older than 40 years of age (AACTE, 1999). Student enrollment will be at its highest precisely when many teachers will retire. To replace retiring teachers and accommodate rising enrollment, a projected 2 million new teachers will be needed by AY 2008–09 (Hussar, 1999).[9] The number of teachers of color will have to increase dramatically to match the growth in minority enrollment.

[9] This projection uses AY 1998–99 as the base year.

Enrollment in Teacher Education Programs

While solutions such as recruiting professionals from other occupations and the military into teaching and reviewing certification procedures have been proposed, the most important source for addressing the teacher supply can be found on college campuses. Between 1991 and 1995, the number of students enrolled in teacher education programs increased by approximately 6 percent. During this period, Hispanic enrollment in teacher education programs increased by 81 percent, American Indian enrollment by 57 percent, and African American enrollment by 40 percent, while white enrollment in such programs decreased 2 percent. However, in 1995, students of color still accounted for only approximately 15 percent of enrollment in these programs, while white students accounted for 81 percent[10] (AACTE, 1999) (see Figure Four). To broaden the diversity of the teaching force, it is imperative to continue expanding the participation of minorities in teacher education programs.

Figure Four: Enrollment in Teacher Education Programs by Race/Ethnicity, 1995



Note: Other includes Asian, international, and non-resident students as well as those classsified as "other." Details may not add up to total due to rounding.
Source: AACTE, 1999.

The Limited Supply of Minority Teachers

The limited number of teachers of color in the classroom is the result of the convergence of several trends that have drastically reduced the minority teacher pool; these include substandard K–12 academic preparation and educational experiences, family background and social issues, the disincentives of low salaries and the lack of respect and prestige associated with teaching, as well as discrimination within the profession.

Substandard K-12 academic preparation and educational experiences

Many students of color are subjected to substandard education from the moment they begin school. Concentrated in underserved school districts, these students are at risk for academic failure. Examples of substandard K-12 education include (see Figure Five):

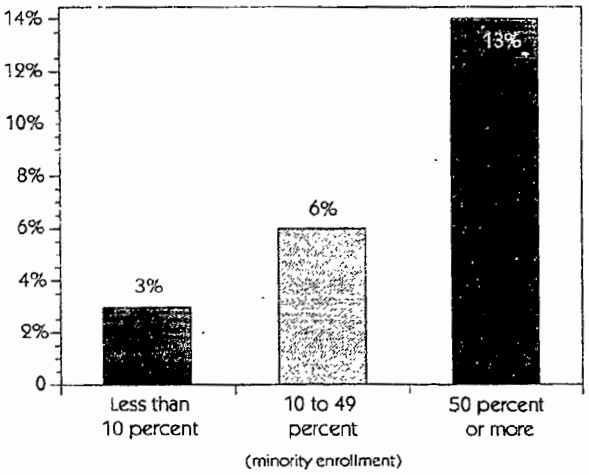
- 14 percent of teachers in AY 1993–94 who taught in schools with more than 50 percent minority enrollment had emergency certification,[11] compared to 3 percent of teachers who taught in schools with less than 10 percent minority enrollment (Christenson and Levine, 1998)
- In 1999, 15 percent of public schools with more than 50 percent minority enrollment were overcrowded by more than 25 percent of capacity, compared to only 4 percent of schools with 5 percent or less minority enrollment; and
- 23 percent of all public schools with more than 50 percent minority enrollment had less than adequate conditions,[12] compared to 19 percent of schools with 5 percent or less minority enrollment (NCES, 2000d).

The consequences of inadequate preparation in poorer schools are apparent in the low performance of minorities at various levels of education prior to college. According to the National Assessment of Educational Progress (NAEP) and the National Education Longitudinal

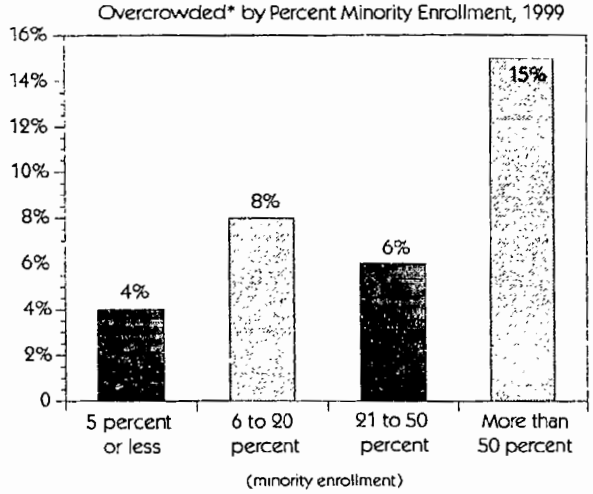
[10] The remaining percentage is comprised of Asian, international, and non-resident students, as well as those classified as other.
[11] Emergency certification is granted on a short-term basis to teachers who are not yet prepared for a particular teaching assignment. Teachers with emergency certification are required to complete regular certification programs in a specified time period in order to continue teaching.
[12] "Adequate conditions" refers to original buildings and is based on schools having that type of building. Ratings of less than adequate encompass the ratings of fair, poor, and replace.

Figure Five: Selected Characteristics of Schools by Minority Enrollment

Percentage of Teachers with Emergency Certification by Percent Minority Enrollment, AY 1993-94



Percent of Schools That Are Significantly Overcrowded* by Percent Minority Enrollment, 1999



* Overcrowded by more than 25 percent of capacity.

Source: NCES, 2000d; 1994.

Study (NELS:88), minority groups scored below average in almost all subjects in comparison to whites (NCES, 2000c):

- On average, all minority groups (except Asians) scored below the average reading proficiency for all 4th graders in public schools in 1994
- From 1984 to 1996, the average writing performance of African American and Hispanic 8th and 11th graders consistently was below the overall average and remained relatively unchanged
- Among 17-year-olds in 1996, only 2 percent of Hispanics and 1 percent of African Americans were "proficient" in multi-step problem-solving and algebra, compared to 9 percent of whites; and
- Of all 12th graders surveyed in 1992, 53 percent of African Americans, 34 percent of Hispanics, and 38 percent of American Indians scored in the lowest quartile in science, compared to 14 percent of whites.

Drop-out rates for minorities also are higher than for whites. In 1998, 30 percent of Hispanics and 14 percent of African Americans between the ages of 16 and 24 were high school dropouts, compared to 8 percent of whites (NCES, 2000c).[13] In addition, 25 percent of the eighth-grade American Indian students surveyed in the National Education Longitudinal Study (NELS:88) had dropped out of high school by 1992 (NCES, 1994).[14] Thus, a significant proportion of students of color are not even making it to college; the pool of minority teacher candidates is already substantially reduced by the time that students reach the 12th grade.

Family background and social issues

For many students of color, educational and economic disadvantages have helped perpetuate a cycle of poverty, discrimination, and low educational attainment. Higher percentages of minorities than of whites live below the poverty line (Census, 1999a). The concentration of poverty among minorities is further evidenced by participation in free or reduced-price lunch programs. In AY 1993-94, an average of 66 percent of students in elementary schools[15] with more than 50 percent minority enrollment received free or reduced-price lunches, compared to only 25

[13] This measurement of dropout, known as "status dropouts," reflects 16- to 24-year-olds who as of 1998 were not enrolled in school and had not completed a high school program, regardless of when they left school. Dropout did not have to occur in 1998.

[14] In this case, dropouts are those who were not re-enrolled in school and who had not received a high school diploma or equivalency certificate by 1992.

[15] This percentage is among schools that participated in the National School Lunch Program.

For some minorities, particularly Hispanics, the issue of limited English proficiency (LEP) compounds the difficulty they face in succeeding at the elementary and secondary levels and in accessing postsecondary education. In 1996, more than 70 percent of LEP students in grades 4 and 8 and 54 percent in grade 12 were native speakers of Spanish (NCES, 2000a). A wide range of issues surrounds the LEP population. Many LEP students come from impoverished backgrounds, are not adequately prepared academically in their home country or within the United States, and have high rates of illiteracy and low levels of parental educational attainment (The Institute for Higher Education Policy, 2000). In addition, there is a shortage of certified English as a Second Language (ESL) and bilingual teachers to aid LEP students in acquiring the English language skills necessary to succeed in school. Less than 3 percent of teachers who instruct LEP students actually have an academic degree in ESL or bilingual education, and only 30 percent have received any ESL or bilingual training (NCES, 1997a).

percent of elementary students in schools with 1 to 10 percent minority enrollment (NCES, 1997b).

Educational attainment rates of parents of students of color generally lag behind those of their white counterparts. In 1999, approximately 50 percent of mothers and almost 50 percent of fathers who had a Hispanic child between the ages of 6 and18 had less than a high school diploma. Twenty percent of mothers and 15 percent of fathers of an African American child had less than a high school diploma. In comparison, only 7 percent of mothers and 8 percent of fathers of a white child had less than a high school diploma (NCES, 2000e). Consequently, the majority of students of color who pursue education beyond high school may be the first generation in their family to attend college.

First-generation students have to chart unfamiliar territory when navigating the college-going process; typically, they lack knowledge of admissions and financial aid procedures. They cannot look to their parents for an understanding of the college experience or for assistance in filling out applications. In AY 1995–96, minority students accounted for almost 35 percent of the first-generation undergraduate population (The Institute for Higher Education Policy, 1997).[16]

Salary, respect, and lack of prestige

Though many students of color overcome poor academic preparation and economic disadvantages, other factors contribute to the low number of teachers of color—in particular, the low salary and lack of prestige compared to other professions. According to *Education Week's* analysis of U.S. Census Bureau data, teachers ages 22 to 28 with a bachelor's degree earned an average of $21,792 in 1998. Non-teachers in the same age range with similar degrees earned on average over $8,000 more per year. The disparity in earnings is even more striking when the salaries of older and more experienced workers with master's degrees are compared. In 1998, teachers ages 44 to 50 with master's degrees earned an average of $43,313, more than $30,000 less per year than their non-teaching counterparts. Further, the inflation-adjusted salary for a teacher with a bachelor's degree, regardless of age, actually decreased slightly from 1994 to 1998, while the average inflation-adjusted salary for a non-teacher increased by almost $6,000 (*Education Week*, 2000b) (see Figure Six). These discrepancies may be particularly discouraging to students from low-income backgrounds who are trying to avoid a lifetime of poverty.

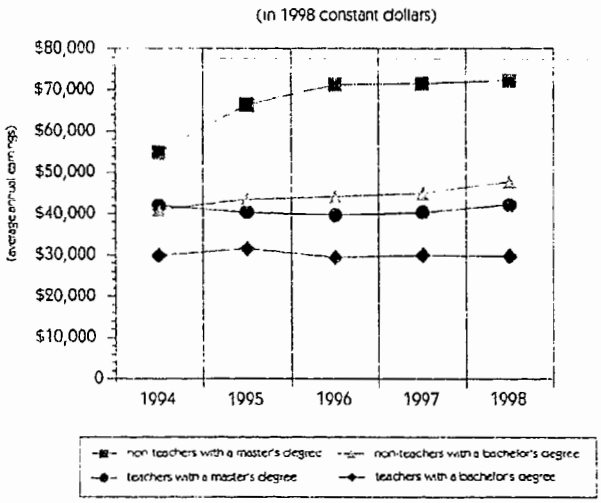
In addition, the low status, negative images, and poor school conditions associated with the profession were cited in a recent survey as some of the reasons students of color are not going into teaching.[17] One

[16] In this case, minority students includes Asians. First-generation students were defined as those students for whom neither parent had a bachelor's degree.

[17] Gordon conducted semi-structured, face-to-face interviews with 140 teachers of color in Cincinnati, Ohio; Seattle, Washington; and Long Beach, California as part of a larger research project that explores the obstacles people of color face in search of an adequate education. Six interview questions were asked, ranging from why students of color were not going into teaching, to why they chose teaching as a career, to ways to attract and recruit more students of color into the field of teaching.

BEST COPY AVAILABLE

Figure Six: The Earnings Gap between Teachers and Non-Teachers



Source: Education Week, 2000.

focus of the survey was minority teachers' opinions as to why students of color were not going into teaching (Gordon, 1994). Responses included such remarks as:

- "As a minority, you don't get the respect that you deserve, and as a teacher you don't get it either, so why be a teacher?"
- "Teachers are seen as little old maids and goody two shoes."
- "Teachers are seen as tall children."
- "Teachers are viewed as babysitters; their roles are ill-defined; society doesn't value them."

A history of discrimination in the profession

Historically, minorities have been denied opportunities for a quality education and have been channeled into separate and unequal systems. The educational aspirations of students of color were limited, as preparation for postsecondary education—let alone participation therein—was not a public policy goal. Segregation has had a longstanding impact on the curriculum—an impact that continues today, even though most school systems have been integrated. Weaker, less challenging curricula in elementary and secondary schools and lower expectations for academic achievement at the state and institutional levels persist. For example, the practice of tracking has been detrimental to the progress of students of color. As the National Research Council (NRC) notes in *High Stakes: Testing for Tracking, Promotion, and Graduation*, "students will need to be educated in settings other than the typical low track classes if they are to receive the high quality curriculum and instruction needed to master challenging content and complex problem-solving skills" (Heubert, 1999). NRC points to research that demonstrates that low achieving children can "succeed when expectations are high and all children are given the opportunity to learn challenging material."

Minority teachers also have faced similar limitations with respect to entering and advancing in the profession. Historically, only the best teachers of color were allowed to teach white students, and even when the profession was opened up, complications still endured. For example, during segregation in the South, approximately 32,000 African American teachers were forced from their jobs. The career paths of others—particularly principals and administrators—were blocked as the separate school systems were integrated (Ethridge, 1979).

Furthermore, some critics would note the role of the teaching profession in perpetuating reduced expectations and subsequent performance for students of color.

> *Over the last decade, reformers have created and redesigned thousands of schools that are now educating rich and poor, black, brown, and white students alike to levels of success traditionally thought impossible to achieve. Yet these schools, too, remain at the margins, rarely embraced or supported by the systems in which they struggle to exist and generally unexamined for what they can teach the education enterprise* (Darling-Hammond, 1997).

Despite concerns that have been voiced over the achievement of minority students, the goal of closing

BEST COPY AVAILABLE

performance gaps between white students and students of color—including eliminating tracking and incorporating more innovative and inclusive instructional methods—has not been a priority in the accreditation of teacher education programs and the certification and licensing of teacher candidates. The failure to address this goal as a responsibility of teacher education programs and the certification process ultimately results in the exclusion of minorities from educational and career opportunities that demand advanced education, including teaching.

THE VITAL ROLE OF MSIs IN GRADUATING MINORITY TEACHER CANDIDATES

MSIs have different experiences with regard to educating teachers from among their respective populations. Variations stem from the fact that some MSIs have been in existence for more than 100 years and thus have a long history of educating minority teachers, whereas others have been established as recently as the 1990s and are just beginning to implement teacher education programs.

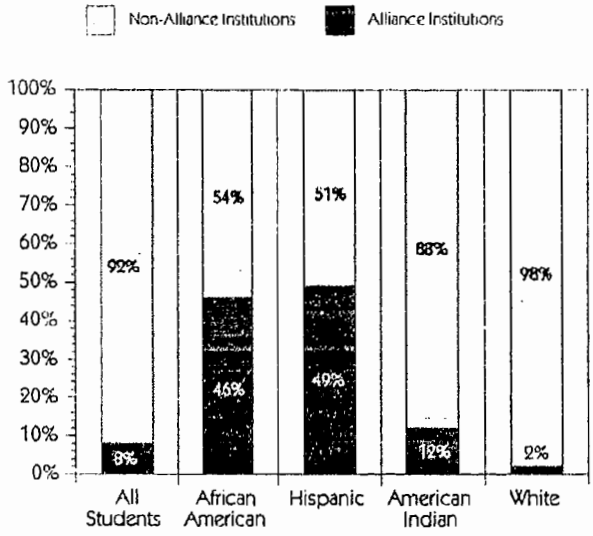
- From the founding of the first HBCUs in the 1800s—when they were the only postsecondary option for African Americans—these institutions have provided training for African American teachers in public elementary and secondary schools. Despite significant underfunding, HBCUs educated more than half of the nation's African American teachers in the early 1900s (Redd, 1998).
- Given that the first Tribal College was founded only 30 years ago, very few American Indian teachers existed prior to the 1970s (Boyer, 1997). Their presence in the classroom has increased—in AY 1993–94, 38 percent of the teachers in Bureau of Indian Affairs (BIA)/tribal schools were American Indian (Pavel et al., 1997).[18]
- Most HSIs were not established specifically to educate Hispanic students, as was the case with HBCUs and TCUs in educating their respective communities. Rather, the missions of these colleges and universities, located in areas with sizable Hispanic populations, have evolved to serve their changing communities. Today, 55 HSIs offer education degrees and programs (HACU, 2000).

Despite their diverse origins, all of these institutions and ethnic/racial groups face common hurdles. The communities have felt the impact of the denial of job opportunities and educational access for minorities throughout much of the 20th century. The advent of the civil rights and women's movements and federal legislation in the 1960s and 1970s changed the economic outlook and the social structure for people of color. As the avenues to opportunity widened and as more economic freedom and professional opportunities were offered, minorities and women were able to move beyond lower paying professions and those jobs "reserved" for them.

Given the projected continued increase in minority enrollments, the teacher crisis is particularly meaningful for MSIs and the communities they serve. For example, on the Flathead Reservation, only 6 of

[18] BIA schools are schools operated directly by the Bureau of Indian Affairs of the U.S. Department of the Interior or by federally recognized tribal organizations under BIA grants and contracts. They are located primarily in rural areas and small towns and have enrollments of fewer than 500 students. The highest concentration of these schools is in the Southwest and Northern Plains regions of the United States (Pavel et al., 1997).

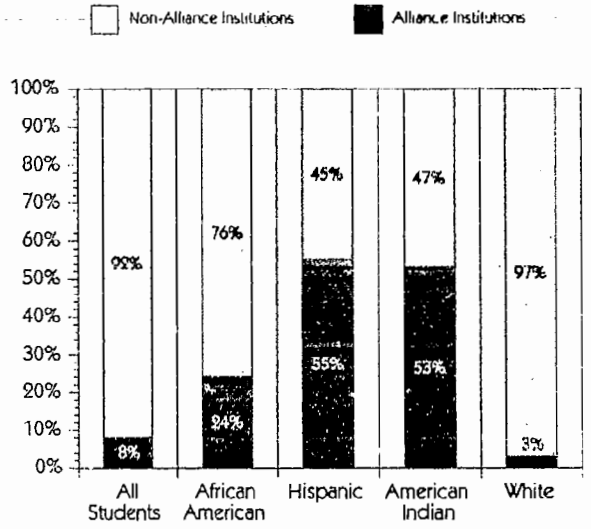
Figure Seven: Teacher Education Students Completing Bachelor's Degrees by Race/Ethnicity, AY 1996-97



Note: Teacher Education awards include Bachelor's degrees earned in Elementary Teacher Education; Junior High/Intermediate/Middle School Teacher Education; Pre-Elementary/Early Childhood/Kindergarten Teacher Education; Secondary Teacher Education; Teacher Education, Multiple Levels; and Teacher Education, Other. Bachelor's degrees include postbaccalaureate certificates. Non-Alliance institutions include majority institutions as well as MSIs that are not members of AIHEC, HACU, or NAFEO.

Source: NCES, 1997c.

Figure Eight: Teacher Education Students Completing Less than Bachelor's Degrees and Certificates by Race/Ethnicity, AY 1996-97



Note: Teacher Education awards include degrees and certificates earned in Elementary Teacher Education; Junior High/Intermediate/Middle School Teacher Education; Pre-Elementary/Early Childhood/Kindergarten Teacher Education; Secondary Teacher Education; Teacher Education, Multiple Levels; and Teacher Education, Other. Non-Alliance institutions include majority institutions as well as MSIs that are not members of AIHEC, HACU, or NAFEO.

Source: NCES, 1997c

the 400 teachers on staff in 1999 were American Indian (White House Initiative on Tribal Colleges and Universities, 1999), and only 6 percent of all publicly funded schools in AY 1993–94 had an American Indian teacher on staff (Pavel et al., 1997).

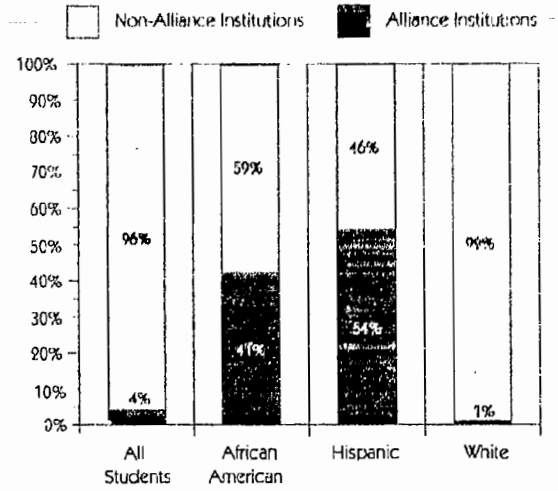
The Uniqueness of MSIs: Teacher Education and the Community

HBCUs, HSIs, and TCUs are all unique, defined by their own purposes, cultural histories, leadership, student bodies, and educational purposes. However, they do share common bonds. All three types of institutions have strong ties to communities, and many attract a large portion of their students from the immediate surrounding areas. For example, HSIs are located in communities with high concentrations of Hispanics, and TCUs—many of which are on reservations—serve large numbers of American Indians from various tribes living on federal trust lands. At HBCUs, the picture is more complex: many draw students from all over the United States, but a number enroll students primarily from neighboring communities (O'Brien and Zudak, 1998). In addition to being centrally located and therefore more physically accessible, many MSIs have open admissions policies, providing access to students who otherwise might be barred from participating in higher education.

Whether the focus is on African Americans, Hispanics, or American Indians, the missions of all MSIs embrace the needs of the communities they serve. The commitment to supporting cultural values and traditions and to preserving and recognizing the past even as they strive to make an impact on the future sets MSIs apart from mainstream institutions. MSIs foster a campus climate that emphasizes diversity and supports the needs of students of color, and this extends to the surrounding communities. For example, TCUs offer courses that focus on strengthening the economy and promoting workforce development on the reservation. HSIs offer classes in English as a

BEST COPY AVAILABLE

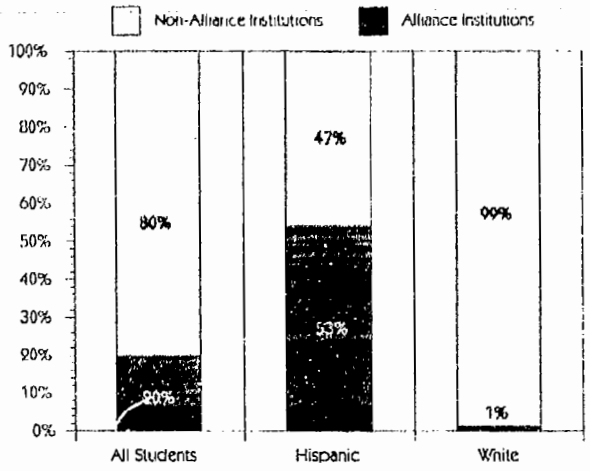
Figure Nine: Math/Science Teacher Education Students Completing Bachelor's Degrees by Race/Ethnicity, AY 1996-97



Note: No math teacher education bachelor's degrees were awarded to American Indian students by Alliance member institutions in AY 1996-97. The majority of American Indian students educated by Alliance member institutions attend TCUs, which are predominantly two-year institutions. Overall, only 16 students received less than bachelor's degrees in math or science education. Bachelor's degrees include postbaccalaureate certificates. Non-Alliance institutions include majority institutions as well as MSIs that are not members of AIHEC, HACU, or NAFEO.

Source: NCES, 1997c.

Figure Ten: Bilingual/ESL Teacher Education Students Completing Bachelor's Degrees by Race/Ethnicity, AY 1996-97



Note: African Americans were only 3 percent of students receiving Bachelor's degrees in Bilingual/ESL teacher education in AY 1996-97; no American Indians received Bachelor's degrees in this area. Bilingual/ESL is referred to as Bilingual/Bicultural Education and Teaching English as a Second Language/Foreign Language in the AY 1996-97 IPEDS Completions dataset. Bachelor's degrees include postbaccalaureate certificates. Non Alliance institutions include majority institutions as well as MSIs that are not members of AIHEC, HACU, or NAFEO

Source: NCES, 1997c.

Second Language (ESL) instruction for non-native English speakers in the Hispanic adult and migrant community, as well as courses for attaining a General Equivalency Degree (GED) for high school completion. Many HBCUs are involved in outreach activities to encourage African Americans to enroll in postsecondary education, informing prospective students about the benefits of earning a college degree.

Many MSIs were founded for the express purpose of educating teachers. Though their institutional missions have been reshaped to suit changing times and economic demands, training educators has remained at the heart of what they do. At HBCUs—most of which are four-year institutions—teacher education programs culminate in a bachelor's degree or higher. HSIs and TCUs, however, are predominantly two-year institutions. Students can earn up to an associate's degree, and through linkages and articulation agreements with four-year institutions, they can go on to earn a bachelor's degree.

MSIs place major importance on educating minorities to become teachers in order to create role models for the communities, thereby facilitating a lineage of leadership for generations to come. An abundance of literature and media attention highlights the underachievement of children of color by emphasizing such realities as poor test scores and low levels of educational attainment. Students of color are reminded constantly of how poorly their "group" is doing. This pervasive focus on the underachievement of students of color heightens the need for teachers of color who demonstrate academic success and leadership from an early age and on an everyday basis (Michael-Bandele, 1993).

Making A Difference

Although they are small in number, MSIs graduate a substantial proportion of minority students. In AY 1996–97, Alliance member institutions (those minority-serving institutions who are members of AIHEC, HACU, and NAFEO) awarded 22

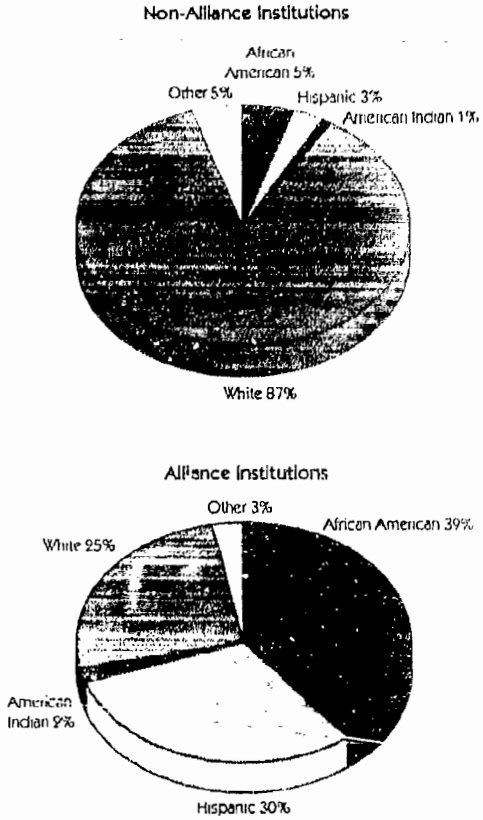
BEST COPY AVAILABLE

percent—more than 114,000—of all college degrees and certificates to African American, American Indian, and Hispanic students; this included almost 60,000 bachelor's degrees, more than 30,000 associate's degrees, and more than 12,000 graduate and professional degrees (NCES, 1997c). These institutions also award a disproportionate percentage of all degrees conferred to the racial and ethnic groups they serve. For example, NAFEO member institutions awarded 29 percent of all bachelor's degrees earned by African Americans, though they enrolled only approximately 16 percent of all African American students. Similarly, AIHEC member institutions awarded 16 percent of all associate's degrees (most TCUs are two-year institutions) earned by American Indians, though they enrolled only 8 percent of all American Indian students (NCES, 1997c; 1997d).[19]

MSIs also produce a significant proportion of minority teacher education graduates. Although Alliance member institutions awarded only 8 percent of all teacher education bachelor's degrees in AY 1996–97, they awarded 46 percent of those earned by African American students, 49 percent of those earned by Hispanic students, and 12 percent of those earned by American Indian students (see Figure Seven).[20] When completion of less than bachelor's degree programs—such as associate's degree and certification programs—is considered, the proportion awarded by Alliance member institutions to both Hispanic and American Indian students increases to more than one-half (NCES, 1997c) (see Figure Eight).[21]

The success of MSIs in producing a large number of teacher education graduates extends to areas of high need, such as math, science, and bilingual and ESL education. In AY 1996–97, Alliance member institutions awarded 4 percent of teacher education bachelor's degrees in the areas of math or science

Figure Eleven: Racial/Ethnic Composition of Teacher Education Graduates, AY 1996-97



Note: All award levels from less than Bachelor's degrees and certificates to Doctoral degrees are included. Non-Alliance institutions include majority institutions as well as MSIs that are not members of AIHEC, HACU, or NAFEO

Source: NCES, 1997c.

to students of any race. However, they awarded 41 percent and 54 percent of those bachelor's degrees earned by African American and Hispanic students, respectively, in these subjects (see Figure Nine). Alliance member institutions awarded 20 percent of all bilingual or ESL bachelor's degrees and over one-half (53 percent) of all bilingual or ESL teacher education bachelor's degrees earned by Hispanics (see Figure Ten). Hispanics and whites account for the vast majority of students who complete bachelor's degrees in bilingual or ESL teacher education.[22] Of all students who received bilingual

[19] Degree completions data are for AY 1996–97, while enrollment data, which are total headcount enrollment data, are for AY 1997–98.

[20] Unless otherwise noted, AY 1996–97 IPEDS Completions data for American Indians also include Alaskan Natives.

[21] Many HACU member institutions and almost all AIHEC member institutions are two-year institutions.

[22] African Americans and American Indians were only 2 percent and less than 1 percent, respectively, of all students who received bilingual or ESL teacher education degrees in AY 1996–97.

and ESL teacher education bachelor's degrees in AY 1996–97, 60 percent and 18 percent, respectively, were Hispanic (NCES, 1997c).[23]

The diversity of teacher education graduates from Alliance member institutions is in stark contrast to that of non-Alliance institutions. Alliance member institutions graduate a significant number of white teacher education students. In AY 1996–97, one-quarter of all Alliance member teacher education graduates were white. Only 14 percent of teacher education graduates of non-Alliance member institutions in AY 1996–97 were from any minority group (NCES, 1997c)[24] (see Figure Eleven).

[23] An additional 1 percent and 25 percent of bilingual and ESL teacher education bachelor's degrees, respectively, were awarded to non-residents.

[24] "Minority group" includes all non-white students, including those classified as "other" (Asians, non-residents, and unknown).

DOING MORE WITH LESS:
Public Policy Challenges Facing MSIs

The accomplishments of MSIs in educating students of color, particularly in the area of teacher education, are even more impressive given the context in which these institutions operate. Public policies dealing with teacher education programs and the populations served by MSIs have been largely insufficient to meet student and community needs; in some cases, they have even been detrimental. Typically MSIs have limited resources and limited amounts of revenue at their disposal. Despite the high percentage of educationally disadvantaged and/or low-income students that they educate, MSIs usually receive only small shares of government funding. Efforts aimed at improving student and institutional performance often have unintended negative consequences that put MSIs at risk. Taken together, these factors inhibit the ability of MSIs to produce even greater numbers of teachers of color.

Government Funding

Chronic underfunding is a common struggle among many MSIs. Revenue data for Alliance member colleges and universities reveal the disparities between these institutions and other colleges and universities. For example:

- Total institutional revenues (from all sources) at Alliance member institutions are 36 percent lower than the average at all U.S. institutions—$12,700 per student at Alliance member institutions compared to $19,860 per student at all postsecondary institutions.[25]
- Aggregate institutional revenues (from all sources, including states) total $13 billion at Alliance member institutions; these r· ·nues total more than $200 billion at all U.S. institutions.
- Endowment income for Alliance member institutions is significantly less than at other institutions, averaging $68 per student at Alliance colleges and universities, compared to $457 per student at all postsecondary institutions (NCES, 1996a).

While other colleges and universities have increased tuition in order to raise revenues, HBCUs, HSIs, and TCUs have been reluctant to do so because of their commitment to ensuring access for all students. This commitment is evidenced by the relatively low tuition charged at these institutions. In AY 1996–97, average in-state undergraduate tuition and fees at Alliance-member institutions was 30 percent lower than the average for all colleges and universities in the United States—$3,180 compared to $4,564 (NCES, 1996a). Unwilling to place greater financial barriers to educational attainment on students of color, many MSIs look to other, non-tuition sources for revenue.

One source of revenue that these institutions are trying to cultivate is institutional endowments.

[25] Figures are per full-time equivalent (FTE) student; revenue and expenditure data are for FY 1996, and FTE data are for fall 1995.

Among MSIs, private institutions have had greater experience—and greater success—with endowments out of necessity because they do not have the same resources (largely state and local government funding) that public institutions have. But even among this group, efforts to increase endowments have left them trailing mainstream institutions. For MSIs, federal assistance in building endowment funds is invaluable; lacking an alumni body that comes from a base of wealth hinders an institution's capacity to build funds through this traditional resource. This is especially true of some recently founded MSIs that have a relatively young alumni body.

MSIs also look to the federal government to help fill in the gaps that remain when other parties cannot or do not do enough to help. For example, states traditionally have been viewed as providing access to education by offering free or low tuition at public colleges and universities. But in the past few years, the price of attending a public institution has increased sharply—265 percent from AY 1976–77 to AY 1996–97, with some of the most significant increases occurring in the early 1990s—and state student aid awards have failed to keep pace, making it more difficult for low-income students to participate in postsecondary education (The Institute for Higher Education Policy, 1999). The series of lawsuits (including *U.S.* vs. *Fordice*) filed on behalf of public HBCUs further demonstrate states' abdication of their responsibilities (Redd, 1998).

The federal government has a special obligation to MSIs; for HBCUs and TCUs, this obligation stems from the federal government's responsibility for the "welfare, including education" of African Americans due to discrimination and segregation dating back to the pre-Civil War era and the trusts between the federal government and sovereign American Indian tribes. The federal obligation to HSIs is rooted in the government's broader concern for equal opportunity to participate in education (Wolanin, 1998). Several categories of federal programs, including institutional development, pre-college preparation, and financial aid, help MSIs. In addition, specific programs are important to MSIs in preparing teachers of color.

Institutional Development

The Higher Education Act includes provisions for competitive grant programs to help developing institutions increase their self-sufficiency by improving their management and fiscal capacities. Separate programs exist for HBCUs, HSIs, and TCUs: Title III, Part B, Strengthening Historically Black Colleges and Universities; Title V, Developing Hispanic-Serving Institutions; and Title III, Part A, Section 316, Strengthening Tribal Colleges and Universities. For the institutions that have received funding, these programs have been very influential in helping MSIs strengthen their administrative capabilities, including building institutional endowments. This funding is essential for institutions that have such pressing needs as crumbling facilities and outdated physical infrastructures. For these institutions, short-term needs often take precedence, leaving longer-term goals, such as building endowments, for a later date.

However, appropriations for the three programs do not come close to meeting the needs of the institutions when divided among the eligible institutions. Average award sizes vary among these programs, but in the larger context of multi-million dollar institutional budgets, the awards only begin to scratch the surface. Under the Title III and Title V programs in FY 2000 (USDE, 2000a):

- $169 million was awarded to 96 Alliance member HBCUs
- $31.4 million was awarded to 85 Alliance member HSIs; and
- $5.5 million was awarded to 16 TCUs.

The HSI and TCU programs are competitive, meaning that those institutions most in need of funding are at a distinct disadvantage. At a small institution, the resources needed to complete the grant writing process are at a premium. In many

cases, institutional staff do not have the experience or expertise needed; institutions may even lack funding to hire personnel with such abilities.

Pre-College Preparation

Federal programs that target low-income, first-generation, and minority students, such as TRIO and GEAR UP, are vital to MSIs. These programs help address the preparation issues that limit students' ability to attend college. The services offered by TRIO and GEAR UP programs concentrate on academic instruction, usually after school, on weekends, and during the summer; college and career awareness; and with older students, assistance with admissions and financial aid application processes. But while these programs target the very students that MSIs serve, Alliance member institutions receive limited amounts of the total funding available. Alliance member institutions enroll 42 percent of all Hispanic college students, 24 percent of all African American college students, and 16 percent of all American Indian college students, demonstrating that their efforts to reach out to the community and increase the participation of minorities in postsecondary education are working. Yet, in FY 2000, 118 Alliance institutions received combined funding of $37 million through the TRIO Upward Bound program, only 18 percent of the $204 million total amount awarded (USDE, 2000a). Even the total funding for these programs reaches only a small percentage of eligible students: less than 5 percent of the 11 million students eligible for TRIO can be served under current federal funding (COE, 2000).

Student Financial Aid

The federal government funds numerous student aid programs designed to lessen or remove financial barriers to postsecondary education. Many of these programs award aid directly to eligible students. In one specific set of programs, however, aid is awarded to institutions. This group, known as the Campus-Based programs, is comprised of the Federal Supplemental Educational Opportunity Grant (SEOG) program, the Federal Perkins Loan program, and the Federal Work-Study program. Aid is awarded to the neediest students, in addition to other federal student aid they receive, such as Pell Grants, or federal student loans.

Because these funds are distributed by institutions themselves, the Campus-Based programs are important to MSIs. However, the award rules favor those institutions that have been in the program for a longer period of time. Funding is prioritized for these institutions, and should it be decreased, those colleges and universities with longer tenure are held harmless against any cuts. Funding increases for "newer" institutions are subject to availability once the grandfathered institutions have received their awards. Given the short tenure of many MSIs in these programs, they are most likely to be impacted adversely by these provisions.

Teacher Education

The current focus on improving the quality of teachers and teacher education has resulted in a slate of proposed new programs at the federal level. However, the number of programs available to postsecondary institutions for the preparation of teachers has been limited. These programs are summarized below.

Professional Development: Through the Eisenhower Professional Development Program, the federal government makes grants to states to fund development efforts that address such areas as pedagogy and technology, with an emphasis on the areas of math and science. States in turn may provide grants to higher education institutions in order to facilitate instruction Participation by Alliance member institutions is difficult to track, but an examination of several states with high concentrations of these institutions reveals that the number of awards varies:

- In New York, 5 of 13 Alliance member institutions received Eisenhower grants in AY 1999–2000 (NYSED, 2000)
- In Texas, 3 of 36 Alliance institutions received Eisenhower grants in AY 2000–01(THECB, 2000)

- In Illinois, 4 of 45 Alliance member institutions received Eisenhower grants in FY 1999 (IBHE, 2000); and
- In California, only 5 of 50 Alliance member institutions received Eisenhower grants in AY 1999-2000 (CPEC, 2000).

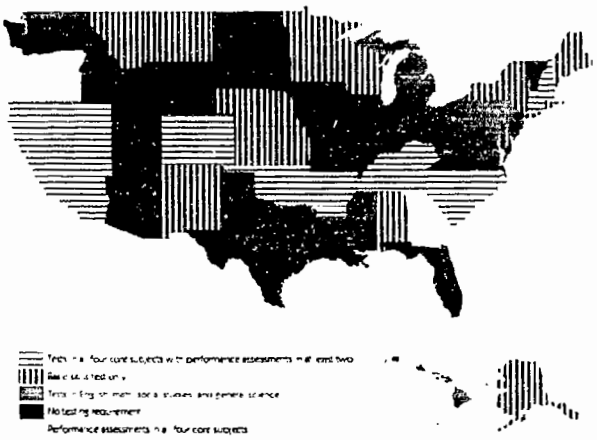
Technology Training: Under a new program funded by the U.S. Department of Education, Preparing Tomorrow's Teachers to Use Technology (PT3), 12 Alliance member institutions have received implementation grants for FY 2000. Grants are used to help future teachers become proficient in the use of technology as a teaching and learning tool. Average grant amounts for Alliance member institutions are lower—$274,811—compared to the average grant of $331,030 for all of the 115 recipients (USDE, 2000b). Among minority communities, the need for greater exposure to the Internet and other developing technologies is widespread. For example, in AY 1994–95, the ratio of students to computers with Internet access at elementary and secondary schools with high minority enrollments and high percentages of students eligible for free or reduced-price lunch is higher—17 students to 1 computer—compared to 6 to 1 at schools with low minority enrollments and low poverty rates (NCES,1999). Grants through PT3 could be an integral part of MSIs' efforts to help communities bridge the digital divide.

Areas of Special Need: Several federal programs address areas of special need or interest to MSIs, particularly in the area of bilingual and migrant education. For example, the High School Equivalency Program (HEP) and College Assistance and Migrant Program (CAMP) both target the education of migrant workers, an area of concern for HSIs and the communities they serve. But while HSIs produce significant numbers of bilingual and ESL teachers—Alliance member institutions award 53 percent of all bilingual or ESL teacher education bachelor's degrees earned by Hispanics—these institutions receive less than half of the funds awarded. In FY 2000, 15 Alliance member institutions received 39 percent of the total $14 million awarded to 38 grantees in the HEP program. In the same year, 9 Alliance member institutions received 43 percent of the nearly $7 million awarded to 20 recipients through the CAMP program (USDE, 2000a).

Teacher Testing Standards

Motivated by escalating international competition and a movement to improve the academic performance of U.S. students, the demand for high-quality, content-competent educators has permeated the national dialogue on teacher preparation and licensure standards. Beginning in the 1980s, the "competency movement"—the movement to increase the "quality" of teachers by raising testing standards—began to gain momentum. Today, more than 40 states have some type of teacher testing requirement (Bradley, 2000; *Education Week*, 2000b) (see Figure Twelve). Using testing as a gatekeeper to the teaching profession can significantly reduce the potential pool of minority educators. Those students of color who fail the state examinations are not permitted to teach at public schools in most states, exacerbating the minority student to minority teacher mismatch. Some argue, however, that those students who cannot meet a certain standard lack adequate knowledge and ability to lead an entire classroom of students to academic success. Between these arguments, an important issue is often left out of the discussion: what and who defines quality in a teacher?

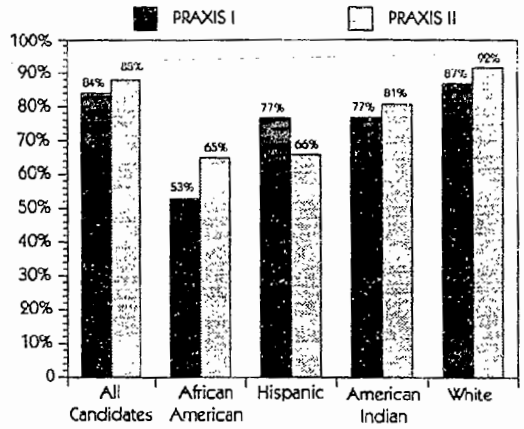
Figure Twelve: Profile of State Teacher Licensure Tests



Note: Florida and New York require new teachers to pass some tests after two years in the classroom.

Source: Education Week, 2000.

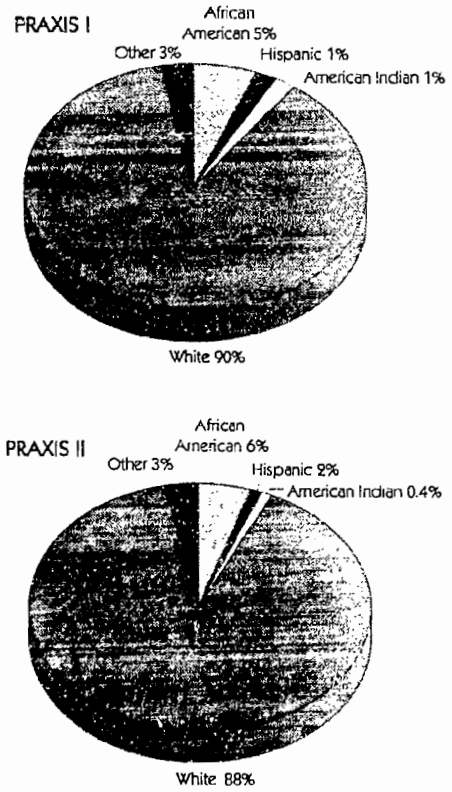
Figure Thirteen: PRAXIS I and PRAXIS II Passing Rates by Race/Ethnicity, 1994 to 1997



Note: The passing standard was set at the 1997 pass standard of the state in which the test was taken. All students who took PRAXIS I between 1994 and 1997 are included.

Source: Gitomer, et al., 1999.

Figure Fourteen: Pool of Candidates Who Passed PRAXIS I and PRAXIS II, 1994 to 1997



Note: The passing standard was set at the 1997 pass standard of the state in which the test was taken. All students who passed PRAXIS I between 1994 and 1997 are included.

Source: Gitomer, et al., 1999.

Currently, states decide what "quality" entails, usually on the basis of a state licensure examination. Every state is permitted to decide which test to use to screen potential teachers. That passing rates are set by each state is a source of considerable controversy, as the quality assessment process is then subjective across the 50 states. Of those states that do evaluate teachers through testing, 36 administer the PRAXIS Series: Professional Assessment for Beginning Teachers, developed in the 1990s by the Educational Testing Service (ETS). There are three types of tests: PRAXIS I, which measures basic reading, writing, and mathematics skills and screens students for entry into teacher training programs; PRAXIS II, which generally is taken at the end of college or after graduation and measures students' knowledge of the subject they want to teach and their ability to teach that particular subject; and PRAXIS III, which assesses first-year teachers' classroom performance and is currently being pilot-tested in Ohio (ETS, 2000; Bradley, 2000). Another

In order to examine the impact of teacher testing on the pool of potential teachers, ETS conducted a study that examined SAT/ACT college admissions scores and PRAXIS scores for more than 300,000 prospective teachers who completed a teacher licensure test from the PRAXIS series (PRAXIS I and PRAXIS II) between 1994 and 1997 (Gitomer, et al., 1999). Results indicated that white students pass the PRAXIS tests at higher rates than minorities and that variations in the states' passing rates affect the racial and ethnic diversity of the teaching pool (see Figure Thirteen). As a result, the pool of individuals passing both PRAXIS I and PRAXIS II is almost exclusively white (see Figure Fourteen).

When the highest passing score employed by any state in 1997 is applied to all candidates, the greatest decreases in the number of candidates who passed were among minority groups for both PRAXIS I and PRAXIS II. For example: the number of African Americans who would pass PRAXIS II under this higher standard would decrease by 51 percent, a loss of 7,462 potential teachers. Among Hispanic and American Indian candidates, the number would decrease by 22 percent and 35 percent, respectively, compared to a 23 percent decrease among whites.

BEST COPY AVAILABLE

company, National Evaluation Systems, works with states such as California, Illinois, Michigan, New York, and Texas to tailor tests specific to the states' needs (Bradley, 2000).

Using standardized competency tests as the sole criterion of quality for all teacher candidates discounts the importance of effective interaction with students, innovative approaches to classroom instruction directed toward individual learning styles, and other pedagogical techniques. While demonstrated competency in the subject matter being taught is imperative, the transmittal of knowledge from teacher to student is equally, if not more, important. In addition, opponents of these tests note racial bias in some questions and the difficulties some students face in taking these exams (often multiple choice) as further evidence of the limitations of standardized testing.

In recent years, the "competency" movement has expanded into the federal policy arena. During the 1998 reauthorization of the Higher Education Act (HEA), Congress took steps to address concerns about the quality of teacher education programs, creating new accountability measures involving the reporting of pass rates on teacher examinations in Title II. Institutions that currently receive federal monies must submit reports on the basic composition of teacher education programs as well as their students' performance based on licensing and certification assessments. In addition, states will be required to report licensing and certification requirements, including the percentage of teaching candidates who pass certification or licensure assessments, both statewide and for each institution located in the state. Once this information is submitted, the U.S. Department of Education will compile all of the state reports into a national report card (NCES, 2000b).

These new federally mandated reporting requirements and state report cards could have significant repercussions at MSIs. Under the new accountability provisions in Title II, federal money will be tied to the performance of teacher education programs as measured almost exclusively by students' scores on teacher certification and licensing exams. According to the Higher Education Amendments of 1998, any institution of higher education that offers a teacher preparation program that the state assesses as "low performing": (1) shall be ineligible for any funding for professional development activities awarded by the Department of Education, and (2) shall not be permitted to accept or enroll in the institution's teacher preparation program any student who receives aid under Title IV (U.S. Congress, 1999).

Though supplemental information presenting a more rounded picture of teacher preparation efforts at a particular institution can be submitted, the quality of a program and its students is measured only by pass rates. Pedagogy is left out of the equation, with the result that a single measure is used to determine the quality of a teacher—and therefore, the quality of an institution's teacher education program. The fact that MSIs, facing chronic underfunding and financial insecurity, produce a substantial proportion of teachers of color to serve as role models in high-poverty and educationally disadvantaged communities continues to be ignored.

Raising the bar for admissions into the teaching profession could have unintended repercussions at MSIs. Under pressure by states and the federal government to produce teacher education graduates that achieve higher pass rates, some MSIs are beginning to deny admission into teacher education programs for those students whose previous academic performance—as measured by high school GPA and ACT, SAT, and PRAXIS I scores—"predicts" poor future performance on teacher licensure exams. These practices essentially ensure that only those with the highest test scores are allowed in the program. Those students coming out of substandard elementary and secondary school systems in need of additional instruction are not given the opportunity to pursue this major. Without addressing the inadequate academic preparation that many minorities receive at the K-12 level, using higher test scores as a gatekeeper will reduce significantly the pool of minority teacher candidates and undermine MSIs' mission.

INSTITUTIONAL PROFILES: Teacher Education On Campus

In order to put a human face on the statistics concerning teacher education programs at MSIs, detailed interviews were conducted with presidents, deans, and chairs of departments of education from a select group of TCUs, HBCUs, and HSIs. In addition to the descriptive information provided by these institutional representatives, programmatic and institutional data were solicited. The following profiles of Sinte Gleska University, Sitting Bull College, Cheyney University of Pennsylvania, Hampton University, California State University, Bakersfield, and University of Texas-Pan American highlight the experiences of these accredited institutions and illustrate their innovative programs, diverse approaches, and overall success in educating teachers of color.[26]

[26] Information included in the profiles comes directly from interviews conducted with institutional representatives and any materials they submitted. In addition, the profile highlighting the collaboration between Sinte Gleska University and Sitting Bull College was supplemented by "Sitting Bull's Vision: A Collaboration that Works for Our Children" in the *Tribal College Journal* (Froelich and Medearis, 1999).

Sinte Gleska University:
Student-Focused Learning

Location: Rosebud Sioux Indian Reservation, Rosebud, South Dakota
Established: 1970
Highest Degree Offered: Master's

At Sinte Gleska University, teaching and learning are focused on each student's learning style. The academic needs and success of the student are the university's number one priority; therefore, appropriate methods of teaching and the learning styles of each student are taken into account. In turn, students are expected to work collaboratively with one another. Each student is responsible not only for his or her own success, but for the success of all students. Sinte Gleska's ability to graduate teachers—particularly American Indian teachers—originates in this culturally appropriate, student-centered approach. In accordance with a constructivist model,[27] students are involved actively in developing the curriculum of the teacher education program; participating in case studies; and/or observing and teaching in classrooms from the beginning of the program. Sinte Gleska's students are non-traditional—many are between 25 and 30 years of age—and most have children; they bring a variety of experiences to the university. Instead of attempting to make all students adhere to a set format for learning, the teacher education program is built around the students' unique experiences, various needs, and diverse ways of acquiring knowledge, making its approach to training teachers different from that of most mainstream institutions.

Sinte Gleska's student-centered and holistic approach results in teachers who allow children—particularly students attending schools in native communities—to develop mentally, spiritually, and emotionally, adhering to the traditions of the Lakota/Dakota culture. Embedded throughout the mission of the university's Education Department is the instruction of future teachers who will work to preserve tribal autonomy, promote cultural strength in the classroom, and foster students who are responsive to a diverse and culturally rich nation.

In order to achieve these goals, the mission of the Education Department focuses on the following four tenets:

1) The need for effective facilitators of a journey of the *wakanyeja* (children). Pedagogy centers around the Lakota culture and leads to a lifelong search of the ultimate goal—*woksape* (wisdom).
2) A commitment to the Lakota wisdom of looking ahead for seven generations. This includes looking to the past so that the traditions and values of today are understood and transmitted to the future.
3) A strengthening of tribal culture and government. Teaching of the four Lakota virtues—*Woksape* (wisdom), *Woohitika* (bravery), *Wowacintanka* (fortitude), and *Wacantognaka* (generosity)—is emphasized in the preparation of teachers. In addition, educators in reservation classrooms will promote the ideals of tribal sovereignty and self-determination.
4) The modeling of lifelong learning by teachers so that young children will see the value of an education.

[27] A constructivist model centers around the student. Students are taught to be active participants in the learning process, contributing to the conversation and framework in the classroom, rather than passive recipients of knowledge.

Located in south-central South Dakota on the Rosebud Reservation, Sinte Gleska University currently enrolls approximately 800 students, 130 to 140 of whom are registered in the Education Department. The university offers degrees in elementary, secondary, and special education, as well as a double major in K–8 elementary education and K–12 special education in collaboration with Sitting Bull College. (For more information on the collaboration between Sitting Bull College and Sinte Gleska University, see the profile of Sitting Bull College.) Currently, Sinte Gleska awards degrees from the associate to the graduate level.

As a four-year institution—an exception among many of the 32 U.S.-based TCUs—Sinte Gleska has many students who have transferred from two-year institutions. Students admitted to the education program must have an associate's degree and/or 64 credit hours in general studies, maintain a 2.6 grade point average, present a portfolio, and interview for admission into the program. Students must complete between 128 and 132 semester hours, depending on the program they enter. In order to combine curricula appropriate to tribal culture and needs, all students are required to take classes in Lakota history and language, American Indian education, and technology in the classroom. Students enrolled for the dual degree in K–8 Elementary Education/K–12 Special Education must complete a full year of student teaching (in addition to course requirements), thereby exceeding South Dakota's requirements as well as most U.S. institutions'. Sinte Gleska encourages its students to observe teaching experiences in multiple placements and to have adequate teaching time in the classroom before formally entering the profession.

"As I travel across the country, I am very thankful to work where I do. We have a unique program. We are providing high quality teachers, which is significantly and positively impacting education for a number of children; that is what we are all about."
— Cheryl Medearis, Dean of Education, Sinte Gleska University

Recognizing the legacy of low levels of educational attainment and the need for American Indian teachers on the reservation, the university's leadership places great importance on the Education Department at Sinte Gleska. According to Cheryl Medearis, Dean of Education at Sinte Gleska University and a Tribal College graduate, the university is not rich, but it does what it can to provide the department with the resources it needs. The faculty are dedicated to the success of their students and are actively involved in their preparation. Classes are small—25 students is a large class—so students receive one-on-one attention from faculty. Currently, in the Arts and Sciences Department, there are 12 faculty members (8 female and 4 male; 3 American Indian and 9 non-American Indian). In the Education Department, there are 7 adjunct faculty members (4 female and 3 male; 3 American Indian and 4 non-American Indian). An additional strength of the program is that both teacher candidates and certified teachers work together in the university classroom, fostering an environment where more seasoned teachers benefit from the new ideas and enthusiasm of teachers just entering the profession and where new teachers learn proven methods and approaches from veteran teachers.

The accomplishments of Sinte Gleska University's teacher education program are evidenced in its graduates. In 1999, Sinte Gleska graduated10 students from the teacher education programs. All currently are teaching in rural/underserved communities, specifically in schools on the Rosebud or other nearby reservations. As of June 2000, 10 of the 11 graduates from the class of 2000 had signed contracts to teach in the fall; one chose to remain at home with her family. From 1996 to 2000, only 2 of the 59 graduates of the teacher education program have not entered the teaching profession, and less than 1 percent are no longer teaching. Almost all of those students who enter a teacher education program at Sinte Gleska complete it, and 100 percent of the teacher candidates who sought state certification received it.

Sitting Bull College:
Forming Partnerships to Better Serve Students

Location: Standing Rock Reservation, Fort Yates, North Dakota (border of North and South Dakota)
Established: 1971
Highest Degree Offered: Associate

For a small institution with limited resources, such as Sitting Bull College, partnership with a larger institution that can provide expertise and guidance, resources, and opportunities for students to attain higher-level degrees in a variety of fields is essential. Such a partnership is particularly important for teacher education, a four-year degree program. Because Sitting Bull College is a two-year institution, students who want to pursue a bachelor's degree in education have to transfer to a four-year institution. Prior to 1995, Sitting Bull College students most often completed the last two years toward their teaching degree at a mainstream institution in North Dakota; articulation agreements between institutions were funded in part through a federal grant aimed at recruiting American Indian teachers. However, students were required to live on the mainstream institution's campus, a three hour drive from Standing Rock Reservation; many students had to leave their jobs and relocate their entire family. In developing articulation agreements, Sitting Bull administrators had difficulty persuading majority institutions to allow students to transfer credits. The result was low transfer rates and the loss of teacher candidates, an area of great need on the reservation.

Enter Sinte Gleska University, a four-year Tribal University in South Dakota. Sinte Gleska offered to collaborate with Sitting Bull College in order to increase the number of American Indian teachers, thereby improving the education of American Indian children living on the reservation.[28] (For additional information about Sinte Gleska University, see the preceding profile.)

Sitting Bull College and Sinte Gleska University are located in two different states (North Dakota and South Dakota) and on two different reservations (Standing Rock and Rosebud). In an effort to ensure that their collaboration would succeed, the institutions first analyzed the concerns of both communities, reservations, students, teachers, and local schools. The formal agreement between Sitting Bull and Sinte Gleska combined each institution's coursework so that students who complete Sitting Bull's two-year program can easily move into Sinte Gleska's four-year program without repeating any courses. Because the institutions are located in different states, the curriculum had to meet the requirements of both North and South Dakota. Furthermore, it was important that the curriculum be adapted to suit the mission and traditional values of the Lakota/Dakota culture in order to meet the goals of instilling tribal customs in school children on both reservations and increasing their chances of educational success.

[28] Sitting Bull College also has partnerships with other four-year Tribal Colleges in other majors in addition to teacher education. For example, Sitting Bull partners with Oglala Lakota College for its administration program and with Salish Kootenai College for its program in human services.

Despite the distance between the colleges and the diverse natures of the reservations involved, the partnership established in 1995 between Sitting Bull College and Sinte Gleska University remains strong. Currently, 250 students are enrolled at Sitting Bull College; 32 students are pursuing either a two- or four-year degree in education. Since 1995, 12 students have graduated from the program. As of fall 2000, three of these graduates are pursuing master's degrees at a nearby institution.

Students enrolled in the Sitting Bull/Sinte Gleska program graduate with a double major in K–8 elementary education and K–12 special education. Most of the students finance the first two years of college with the assistance of Federal Pell Grants; they are eligible to apply for grant funding from Sitting Bull College for their third and fourth years. In order to receive such a grant, students must have completed 60 credits toward a degree in education, interview before a committee, provide character references, and demonstrate a desire to be in the field of education. At the beginning of their junior year, students are required to take a PRAXIS test to measure their skills. The test is not used to "weed out" teaching candidates but rather to target areas where students might need additional coursework or require extra tutoring. When they graduate, students retake the test in the specific areas in which they had difficulties. Upon graduation and in lieu of a teacher test—North Dakota and South Dakota do not require a state licensure test for certification—Sitting Bull students must present a portfolio of their classroom accomplishments and participate in an exit interview.

"It has benefitted so many of our students. You just need to visit with them to see how it has changed their lives. We need community people, who are community-based, who support our kids and are committed to staying and helping build a system that works for them. It all filters down to the children."

— Kathy Froelich, Chair of the Education Department, Sitting Bull College

The collaboration with Sinte Gleska University has had an impact on the overall effectiveness of Sitting Bull's teacher education program. For example, Sitting Bull College is the only two-year Tribal College in the state of North Dakota whose elementary education program is state approved. Without the partnership with Sinte Gleska University, Kathy Froelich, Chair of the Education Department, doubts that Sitting Bull would have continued to receive federal support through professional development grants. These grants have enabled Sitting Bull to design and experiment with innovative programs, such as a pilot program to make student portfolios available on CD-ROM.

Cheyney University of Pennsylvania: Building upon a Tradition of Community Service

Location: Cheyney, Pennsylvania (24 miles west of Philadelphia)
Established: 1837
Highest Degree Offered: Master

Cheyney University is the oldest U.S. institution founded to provide higher education opportunities for African Americans. Established in 1837, Cheyney's mission was focused on training teachers of color. The university has retained its commitment to its founding principle. However, Cheyney is a prime example of an MSI whose teacher education program is being affected by teacher testing requirements. Pending federal and state policies that would tie funding to the pass rate of teacher education students pose a significant challenge for the university. Cheyney University is committed to maintaining its teacher education program, but some changes—such as reducing the size and scope of the program—may have to be made. Such changes will have an impact not only on teacher education students and faculty, but also on the broader community that Cheyney serves.

Cheyney University has a longstanding relationship with the community that is readily apparent in its teacher education program. From partnerships with K–12 schools in Philadelphia to outreach and placement efforts nationwide, Cheyney's teacher education program focuses on recruiting, training, and retaining teachers for high-need urban areas. For example, each spring, Cheyney faculty offer a minority teacher conference for high school students. The conference is designed to identify early on those students who may be interested in a teaching career so that they can prepare accordingly; 300 students participated in the year 2000.

Cheyney faculty also participate in efforts to help school districts improve minority K–12 students' standardized test scores in the hope of increasing their preparation and eventual college attendance. Along with three other universities, Cheyney is involved in the Urban Learning Academy, which creates opportunities for teacher education students to gain field experiences in Philadelphia schools. The goal of the Academy is to increase the number of teacher education students who go on to teach in the district—and, more importantly, to increase the retention of qualified teachers where they are greatly needed.

Cheyney's teacher education program also provides diverse experiences to its own students. Unlike many programs in which students spend only one semester to a year in the classroom, Cheyney provides its students with progressive field experiences throughout the four and a half years required to complete the program. Students begin as classroom observers, progress to serve as teachers' aides, and finally student teach in their last year in the program. Students also are encouraged to experience a variety of classroom settings. Because of its location, Cheyney is able to place students in rural, suburban, and urban settings, allowing them to determine which environment is most appropriate to their needs and

abilities. According to Cheyney President Clinton Pettus, these experiences provide ample opportunity for students to learn classroom management skills and "prepare students to interact with any ethnic group and people of different classes." This reflects Cheyney's ultimate commitment to prepare teachers who will remain in classrooms in high-need areas for the long term.

Approximately 150 to 200 students are enrolled in the Education Department at Cheyney University each year. Cheyney offers specializations in secondary, elementary, early childhood, and special education, as well as a master of arts in teaching, which serves many current teachers who are continuing their education. Almost all of the undergraduate teacher education majors are African American, and more than 60 percent are female. Of the Education Department's 15 faculty members, 12 are African American and 3 are white.

Although Cheyney is small compared to many of its peers in the state higher education system, it produces more teachers of color than perhaps any other school in the system. Eighty-five percent of those who graduate with teaching degrees go on to teach, with the remaining 15 percent pursuing graduate degrees. The majority of Cheyney's teacher education students who apply for certification are successful; in 1999, 80 percent applied for teaching certification, and 75 percent were granted certification. Cheyney's teacher education graduates are in high demand, with school districts in Virginia and North Carolina—and even Colorado and California—recruiting them. Many of the veteran teachers in the Philadelphia and Pittsburgh school districts are likely to be Cheyney graduates.

> "We should have standards, but...we should ensure that there is a relationship between the standards and being an effective teacher."
>
> — Dr. W. Clinton Pettus, President, Cheyney University of Pennsylvania

The current environment of mandated teacher training standards has impacted Cheyney's program, despite the institution's long-term commitment to preparing high-quality teachers of color. While teacher education majors represent approximately one-fifth of undergraduate enrollment,[29] President Pettus believes that enrollment in the program would be even higher if the threat of having to pass the PRAXIS test did not discourage students from declaring a teacher education major. Standardized testing is a real barrier for many of the students that Cheyney serves. A number of potential teacher education majors opt out of the program if early testing offered by the institution indicates that they will have difficulty meeting Pennsylvania's cutoff scores for the PRAXIS series. Students who are skilled in teaching and learning methods and pedagogical techniques but who may need additional assistance to gain competency in academic subjects are lost as potential teachers.

Cheyney has begun to develop strategies to overcome the potential damaging effects of legislated higher standards, including formalizing an assessment of the skill level of students entering the teacher education program in order to target tutoring and mentoring opportunities and providing workshops that build on the computerized test preparation stations the college currently offers. These initiatives ultimately will help improve students' performance as well as help Cheyney maintain its historical commitment to prepare teachers of color to serve as role models for minority students.

[29] According to AY 1997–98 IPEDS data, Cheyney University enrolled 1,072 full-time and part-time undergraduate students in fall 1997. According to data provided by the Education Department at Cheyney University, there were 197 full-time and part-time teacher education majors in fall 1997.

Hampton University:
Educating Teachers to Lead Future Generations to Success

Location: Hampton, Virginia
Established: 1868
Highest Degree Offered: Doctorate

Actively involving students in teaching early on is the cornerstone of Hampton University's teacher education program. The program offers enrolled students a well-rounded experience that goes beyond the lecture hall. Students are exposed to a variety of classroom and service learning experiences from the onset of their higher education and work side by side with faculty in writing grants and conducting research. Hampton's long tradition of preparing effective educators who are capable of leading in the classroom and the community continues in its present-day efforts to ensure that the vision and mission of the university remain strong, challenging, and suited to the needs of a continually changing nation.

Currently, 320 undergraduate students are enrolled in Hampton's teacher education program, which offers degrees in elementary, middle, and secondary education. The state of Virginia requires that all teacher education students major in a discipline, such as English or biology. During an additional fifth year, students take courses in the Master's in Teaching program geared toward the specific grade level students intend to teach and student teach.

Education students are not isolated in classrooms on campus; they are out in the community, working in multiple settings with students of different ages, racial/ethnic groups, and abilities. Service learning is an important aspect of Hampton's education programs, fostering the development of teacher candidates who are thoughtful, able to work collaboratively with others, and who understand how other students think and learn. Toward this end, education students are required to work at community-based facilities, such as day care centers, Head Start programs, and local schools.

Hampton's education program also encourages students to become involved in many of the issues that are at the forefront of education policy. In an effort to respond to the city of Hampton's needs, the university is working to construct a charter school to be located on campus. The charter school will benefit students in the education program as well as local school-age children. Teacher candidates will benefit from clinical and practical experiences of working with students in a charter school atmosphere; the students—35 percent of whom will be "at risk"—will receive specialized instruction suited to their academic needs and will profit from being exposed to a college environment at a young age.

Writing grants and developing proposals are additional ways in which education students get hands-on experience. Currently, students and faculty are working on a grant proposal to attract African American males to the teaching profession by providing financial incentives for pursuing teaching as a career.

41

To ensure that financing their education is not an obstacle for teacher education students, the Education Department was awarded a grant that provides a full scholarship to certified teachers who enroll at Hampton for the purpose of gaining certification in the field of special education. The Department is also seeking financial assistance that would enable students pursing the Master's in Teaching to finance their fifth year of coursework. Three to five full scholarships funded by the university's president and his wife are offered to students who demonstrate academic excellence and commit to being teachers.

> "What the Department of Education at Hampton University attempts to do is produce leaders for the future; we provide a challenging but nurturing environment to make students aware of the commitment they are making to the educational lives of our future."
>
> — Dr. Wanda S. Mitchell, Chair of the Department of Education, Hampton University

Looking beyond classroom instruction to the needs of the surrounding community, Hampton University produces teachers who are aware of the challenges they will face in the classroom and prepares them to be effective leaders. Classroom, community center, and research and grant writing experiences give Hampton students "ownership" of their education and provide them with the tools to share their skills with their future students.

California State University, Bakersfield: Evolving to Meet Community Needs

Location: Bakersfield, California (San Joaquin Valley)
Established: 1970
Highest Degree Offered: Master's

Like many HSIs, California State University (CSU), Bakersfield is a young institution that is evolving to match the needs of the community it serves. A regional institution, CSU Bakersfield considers itself a part of the local community, which is largely Hispanic. As Sheryl Santos, Dean of the School of Education stated, "We want the community to feel that this is their university." While the School of Education may lead the way in outreach efforts, the mission runs throughout the institution.

CSU Bakersfield has made many efforts to reach out to the Hispanic community in order to promote the importance of educational attainment and to combat the fear associated with recent limitations imposed on bilingual education. The School of Education is an integral component of strategies for tackling several key issues, including low educational attainment, bilingual and migrant education, and closing the digital divide.

California has the highest proportion of migrant English language learners (ELL) in the United States. These students' "road to college" is even more difficult in an environment in which bilingual education is limited. The School of Education plays an important role in breaking the cycle of low educational attainment among the Hispanic community by preparing teachers of color who are sensitive to the needs of multicultural students. At the core of the university's teacher education program are the Cross-Cultural, Language and Academic Development (CLAD) and the Bilingual, Cross-Cultural, Language and Academic Development (BCLAD) emphasis programs. Both of these programs are designed to prepare teachers to meet the needs of English language learners and diverse students in general. In addition to the CLAD and BCLAD emphasis programs in elementary and secondary education, students can complete credential programs in counseling, administration, reading, and special education.

The digital divide is another obstacle facing the community surrounding CSU Bakersfield. The School of Education recently was awarded three grants—one from the U.S. Department of Education and two from the state of California—to train teachers to use new technology. Professors from the School of Education, the School of Humanities and Social Sciences, and the School of Natural Sciences, Mathematics, and Engineering will work with teachers from various school districts, technical consultants, and pre-service students to develop and implement classroom projects using technology. The group also will restructure the teacher education program to prepare students to meet the standards defined in the California Technology Assistance Project so that they can be certified in these areas.

In fall 1999, 1,176 students were enrolled in the School of Education. Thirty-one percent were students of color, and 23 percent of those were Hispanic. At CSU Bakersfield, undergraduate

students interested in elementary education most frequently earn their bachelor's degrees in liberal studies. Secondary education candidates earn their degrees in the subject area they plan to teach. After passing the California Basic Educational Skills Test (CBEST)—secondary education candidates also must pass PRAXIS exams in their subject area—students can enter the School of Education in their fifth year. In response to the particular barriers minority students face, CSU has designed several strategies to help such students get into the education program. For example, faculty provide training workshops for the required skills test and subject area tests. Recently, the school implemented a program called B-BEST, which allows freshmen who commit to becoming elementary or middle school teachers to finish the education program in only four years, instead of the usual four and one-half to five years. This lessens the financial burden required for the fifth year—a real barrier for many students of color.

"It is important to be touching the community, to be out in the field talking with parents and students alike. There is a lot of fear due to the anti-bilingual proposition. We need to let them know that we are here for them."

—Dr. Sheryl L. Santos, Dean of Education, California State University, Bakersfield

Once students are accepted into the program at CSU Bakersfield, almost all of them become teachers, in part because of the school's emphasis on student retention. The faculty in the School of Education are diverse—of the 36 professors and lecturers, 13 are persons of color, including 9 who are Hispanic—and understand their students' needs. They are committed to graduating high-quality teachers. Because many teacher education students are professionals who attend part time, classes are offered during the evening and online as well as during the day. Teacher education students can participate in study skills training to improve their performance. Because many students have families, child care is made available. CSU Bakersfield also offers to qualified candidates a Title VII Bilingual Teacher Grant that covers all university fees, including foreign language coursework and BCLAD workshops. This fall, the School of Education will begin offering Proyecto Alianza to assist Mexican teachers who are U.S. residents with California credentials.

In a political environment where the future of bilingual education is threatened, the emphasis on multicultural education at CSU Bakersfield and in its School of Education in particular is an important link to the Hispanic community. Indeed, the community's needs will drive the institution's continuing development. Understanding that increasing the number of Hispanic educators will lead to success for all Hispanic students in the long run, CSU Bakersfield is committed to working with the community to provide the educational opportunities necessary for greater prosperity.

University of Texas-Pan American: Committing to Student Success

Location: Edinburg, Texas (Rio Grande Valley)
Established: 1927
Highest Degree Offered: Doctorate

In the border community that is served by the University of Texas-Pan American, the need for teachers is paramount. The Rio Grande Valley has one of the lowest socioeconomic statuses in the nation due in part to a history of low educational attainment. Because educational attainment is the key to improving the prospect of economic advancement for the community, UT-Pan American places high importance on its teacher education program. The success of UT-Pan American's teacher education program is measured by more than the number of graduates; in fact, it may best be measured by the innovative and effective methods it uses to address directly many of the problems the surrounding community faces.

UT-Pan American is located just 20 miles from the Rio Grande River and the Mexican border. Consequently, the area's population is largely Hispanic, and many local schools serve Latino students exclusively. Because of the rapid growth of the area's Hispanic population, the demand for teachers weighs heavily on the local elementary and secondary school system; the greatest demand is for teachers equipped to address the population's struggles with limited English language proficiency.

The College of Education's responsiveness to the community's need for teachers is demonstrated in large part by the level of support the college provides its teacher education students. The College of Education produces more graduates than any other department at the university—approximately 1,200 each year. Eighty-seven percent of the university's teacher education students are Hispanic, and almost all are from the surrounding communities, though some commute from as far as 50 to 60 miles away. Many of the students are from low-income families and come to the College of Education as first-generation, non-native English speaking students. These students frequently need extra support to succeed in the program, but the institution's additional investment in them is rewarded as these students often return to teach in the communities in which they grew up.

Students typically enter the College of Education in their junior year, after completing two years of general education requirements (the core curriculum). Teacher education students can major in either elementary or secondary education; elementary education students can further specialize in early childhood, reading, bilingual, or special education. Significant emphasis is placed on bilingual education; one-half of the students pursuing degrees in elementary education specialize in bilingual education because of their own backgrounds and the needs of the local public schools.

The teacher education program is largely field-based, ensuring that students spend ample time in classroom training before beginning their own teaching careers. For example, the elementary education program is organized into four blocks that correspond loosely with semesters; with the passage of each block, students are required to spend increasing amounts of time in public school

classrooms. Students begin by spending half a day per week assisting a teacher in a public school classroom. The next semester they spend a full day per week assisting in a classroom; the following semester, the requirement increases to two full days per week. Students' last semester is spent teaching full time. Each semester, students must present portfolios demonstrating the achievement of certain benchmarks identified as essential to effective teaching. This enables faculty to assess a number of skills that are important for effective teaching and to identify any problem areas early so they can be addressed.

UT-Pan American makes a significant effort to retain students in the program so that potential teachers are not lost. For example, a night track was designed to accommodate older students who are employed full time. Most night track students work full time as teacher aides on an emergency permit. The College of Education also recently partnered with the county Head Start program to provide child care services on campus. The facility provides inexpensive child care, which has proven invaluable for a substantial group of students who otherwise may have left the program or taken much longer to finish their degree. The College of Education also has submitted a proposal that would incorporate the day care center into a larger early childhood research and development center.

"Since [many of our students are] the first generation coming to college, for many of them...their good experiences have been in school and in education. We pull them into education and we get some excellent students into education that we wouldn't get if they were growing up in middle-class America."

— Dr. John McBride, Chair of the Department of Curriculum and Instruction, UT-Pan American

The final requirement for certification to teach in Texas—passing the EXCET exams—presents a challenge for UT-Pan American and its students: typically, minority and non-native English speakers have more difficulty with these tests. The faculty's commitment to helping students improve their skills until they pass keeps the long-term pass rate high (near 90 percent). The College of Education is willing to assume some risk in educating a population of students that has difficulty passing the tests (state guidelines require teacher education programs to attain certain pass rates) because of a belief that characteristics not captured in test scores--such as commitment to teaching and the ability to both impart knowledge and serve as a role model—are critical components of effective teaching.

RECOMMENDATIONS

The analyses presented in this report demonstrate the critical role of MSIs in preparing teachers of color. The combination of unique approaches, an understanding of students' needs, and strong ties to the community set these institutions apart from mainstream institutions. Despite the fact that they are small in number, these institutions produce a disproportionate number of minority teacher education graduates. Given demographic trends, the gap between the number of students of color and the number of teachers of color is a national problem that deserves national attention. Based on the lessons learned from MSIs, we offer the following recommendations:

Target increased federal resources to MSIs in order to improve the participation and success of students of color in teacher education programs. Targeting greater federal resources to teacher education programs at MSIs will be a critical part of reaching the national goal of increasing the number of teachers of color. For example, a new pilot program specifically for MSIs could be created within the existing Eisenhower Professional Development Program; awards would be made directly from the Secretary of Education's office rather than from the states. A federally managed program with approximately $100 million set aside—less than one-third of the total of all funding currently allocated for the Eisenhower Professional Development State Grants—would have a dramatic impact on both current and prospective teachers.

Similarly, continued expansion of support for MSIs under Titles III and V of the Higher Education Act would improve significantly the financial and administrative stability of institutions, allowing for greater focus on and innovation in areas such as technology training.

Strengthen and increase broad public investments in educational opportunity for students of color and low-income individuals. Substandard academic preparation and educational experiences have had a significant impact on the pool of minority teacher candidates. Funding disparities and inadequate facilities need to be remedied at the state and local levels so that the quality of education available in low-income areas is improved significantly. Given the nation's current economic prosperity, increased investment in improving educational infrastructure in the most disadvantaged areas—particularly with regard to the adequacy of facilities and technology—should be a priority at the federal and state levels. A fixed percentage of the projected budget surplus should be dedicated to ensuring that all students, regardless of family background or where they live, receive high-quality instruction using up-to-date materials in uncrowded classrooms.

With increased public and policymaker acknowledgment of the necessity of postsecondary education, more emphasis has been placed on ensuring that K–12 students are made aware of all the critical steps to attending college. The increased focus on academic preparation programs is encouraging. Federally funded programs—such as the TRIO and GEAR UP programs—as well as state- and institution-based efforts have been expanded in recent years, but a significant number of students who could benefit from the experiences these programs

offer cannot participate, primarily because of a lack of funds. Therefore, the fundamental policy goal should be to increase funding to meet the needs of all students who qualify for these programs.

For those students who make it to college, the availability of financial assistance—particularly grant aid—is critical to their success. Funding for the primary federal student grant assistance, Pell Grants, has increased steadily in the last few years, but the maximum grant award still lags well behind the increasing price of college. In order to provide the greatest amount of access to postsecondary education, the Federal Pell Grant program should be fully funded. At the state level, the shift away from need-based aid toward merit-based aid has negative implications for disadvantaged students. A re-commitment to aid awarded solely on the basis of financial need is essential, as is the continued increase of state aid to keep pace with rising prices.

Raise the salaries of teachers to levels comparable to other professions that make invaluable contributions to society.

Research shows that the low entry-level salary is a deterrent to becoming a teacher. In today's job market, opportunities to enter higher paying occupations are widespread; such occupations are attracting the best and brightest college graduates. Students graduating from college with high levels of student loan debt cannot live on a teacher's salary. Furthermore, young teachers who want to advance in their career are expected or even required to pursue graduate-level work, even though the subsequent salary increase is not commensurate with the financial investment needed for postbaccalaureate study.

In order to encourage more college graduates to enter the teaching profession, states and local school districts must provide greater resources for increased teacher salaries. Signing bonuses and other financial incentives can be effective tools in attracting prospective teachers and retaining current educators. State and local governments should e st philanthropic entities as partners in this effort. Furthermore, the structure and sc pe of current loan forgiveness programs should be reviewed. Despite numerous programs that offer students the opportunity to reduce their debt in exchange for teaching in designated schools, participation remains low because of the confusing and burdensome nature of the application process and the stringent service requirements.

Organize a public information campaign to promote public awareness about the importance of increasing the number of teachers of color in the classroom.

The growing disparity between the numbers of students of color and teachers of color is a problem worthy of national attention. Given that 37 percent of public elementary and secondary school students are non-white, while nearly 90 percent of teachers are white, the need to focus attention on this growing gap is critical.

A public awareness campaign is essential in connecting this emerging problem to the national education agenda. Previous national efforts have been successful in raising the public consciousness. The campaign to increase the number of doctors and the federal investment in math and science education to ensure economic competitiveness are examples of the government working to solve important national issues. The devotion of effort and resources to the teacher education issue could reap similar beneficial results. The campaign—through print media, television and radio, the Internet, and community centers and campuses—would focus on informing the public and policymakers as to what is at stake if the mismatch continues.

Broaden quality assessments of teacher education programs to include incentive-based bonus grants that rely upon a broad set of criteria.

Federal policy that ties critical Title IV funding to pass rate measures of the quality of teacher education programs could have dramatic repercussions for MSIs, their students, and the nation as a whole. The parameters outlined in Title II of the 1998 reauthorization of the Higher Education Act were designed to provide incentives for institutions to

increase the "quality" of the teachers they graduate. However, use of single pass rate measures is likely to result in unintended negative consequences for institutions that graduate a large percentage of minority teacher candidates. The strength of MSIs is their continuing commitment to serve educationally disadvantaged students from historically underserved populations. If funding is tied to the pass rates of teacher education students, institutional leaders will be pressured to pre-test and "weed out" students in order to protect their programs' integrity; such action would severely undermine these institutions' missions.

As an alternative, bonus grants based on a broad set of criteria related to institutional commitment to addressing the teacher crisis could be awarded to high-performing institutions. Eligibility requirements for such bonus grants could include a number of factors—for example, the population of students served; improvement in pass rates using each institution's individual baseline; and the percentage of graduates who remain in teaching and/or teach in high-need areas. This would provide incentives to institutions without endangering programs that serve large numbers of students of color. Bonus grants would encourage institutions to invest in students with potential in other areas of importance to teaching—such as pedagogical innovation, commitment to teaching, and interest in underserved populations—to ensure that the pool of minority teachers does not diminish.

Develop partnerships among institutions that serve large numbers of students of color.
Although TCUs, HBCUs, and HSIs have different experiences with regard to educating teachers from their respective populations, all are focused on graduating high-quality teachers to serve as role models in their communities. The students served by these institutions encounter similar obstacles to educational access and attainment, and MSIs recognize the important role that teachers of color play in overcoming low levels of educational attainment in their communities. Consequently, all three types of institutions have a vested interest in developing strategies and innovative programs to encourage and support minority students to become teachers. Because MSIs differ in the level and availability of resources, partnerships among them will be invaluable to their success in reaching the common goal of increasing the number of well-trained teachers of color.

Partnerships among institutions would provide opportunities for leaders in teacher education to come together to share best practices and to brainstorm solutions to common problems. Also, because many MSIs are two-year institutions, collaboration between two- and four-year institutions—such as between Sitting Bull College and Sinte Gleska University—will play a vital role in increasing the pool of potential minority teachers. Teacher education students also would benefit from other collaborative models that would enable them to gain experience in different learning environments and with various student populations. A collaborative structure among MSIs would facilitate general resource sharing, including recruitment of minority faculty for teacher education programs. In order to fund these initiatives, philanthropic and business investment should be sought, as should incentive-based grant funding from government sources.

Conduct a national study to identify the factors that lead to changes in enrollment among minorities in teacher education programs.
Data show that greater numbers of minorities are enrolling in teacher education programs in the 1990s following two decades of decline. While this report highlights some of the obstacles minorities face in becoming teachers, more research is needed to identify the *positive* factors that enable some students of color to pursue degrees in education. In the long term, increasing the pool of minority teacher candidates is essential to expanding the presence of teachers of color in the classroom.

A national study that examines the trends among states and institutions (including MSIs) that recently have experienced increases—or decreases—in

minority enrollment in their teacher education programs would expand knowledge of what works on campus. The study—which could be conducted by the U.S. Department of Education's Office of Educational Research and Improvement (OERI) or another appropriate national organization—should utilize both qualitative and quantitative methods to ensure that all minority groups are represented. By identifying successful approaches, appropriate policies could be recommended to sustain this growth and to prevent dropoffs in enrollment in teacher education programs in the future.

REFERENCES

AACTE. See: American Association of Colleges for Teacher Education.

Alliance. See: Alliance for Equity in Higher Education.

Alliance for Equity in Higher Education. 1999. *Key Trends and Issues*. Washington, DC: The Institute for Higher Education Policy, July.

American Association of Colleges for Teacher Education (AACTE). 1999. *Teacher Education Pipeline IV: Schools, Colleges, and Departments of Education Enrollments by Race, Ethnicity, and Gender*. Washington, DC: AACTE.

American Council on Education (ACE). 1999. *To Touch the Future: Transforming the Way Teachers Are Taught*. Washington, DC: ACE.

Boyer, Paul. 1997. *Native American Colleges: Progress and Prospects*. Prepared for the Ernest L. Boyer Project of The Carnegie Foundation for the Advancement of Teaching. San Francisco, CA: Jossey-Bass Publishers.

Bradley, Ann. 2000. "The Gatekeeping Challenge." In *Education Week*. "Special Issue: Quality Counts 2000. Who Should Teach." Vol. 29, No. 18, January 13, pp. 20–26.

California Postsecondary Education Commission (CPEC). 2000. "Currently Funded Projects: Dwight D. Eisenhower State Development Grant Program." From the CPEC website (http://www.cpec.ca.gov/eisenhower/current.asp).

Census. See: U.S. Bureau of the Census.

Christenson, Bruce, and Roger Levine. 1998. *Public School Districts in the United States: A Statistical Profile: 1987–88 to 1993-94*. U.S. Department of Education. National Center for Education Statistics (NCES). NCES 98–203. Washington, DC: Government Printing Office, February.

COE. See: Council for Opportunity in Education.

Council for Opportunity in Education (COE). 2000. "Talking Points About TRIO Programs." From the COE website (http://www.trioprograms.org/council/atri_points.html).

CPEC. See: California Postsecondary Education Commission.

Cunningham, Alisa F., and Christina Parker. 1998. "Tribal Colleges as Community Institutions and Resources." In Jamie P. Merisotis and Colleen T. O'Brien, eds. *Minority-Serving Institutions: Distinct Purposes, Common Goals*. New Directions for Higher Education. No. 102. San Francisco, CA: Jossey-Bass Publishers, pp. 45–56.

Darling-Hammond, Linda. 1997. *The Right to Learn: A Blueprint for Creating Schools That Work*. Jossey-Bass Education Series. San Francisco, CA: Jossey-Bass.

ETS. See: Educational Testing Service.

Education Week. 2000a. "The High Cost of Teaching." Table. Vol. 29, No. 18 (January 13), p. 30.

_____. 2000b. "Testing Future Teachers." Table. Vol. 29, No. 18 (January 13), p. 24.

Educational Testing Service (ETS). 2000. "About the Praxis Series." From ETS website (http://www.teachingandlearning.org/licensure/praxis/prxabout.html).

Ethridge, Samuel B. 1979. "Impact of the 1954 Brown vs. Topeka Board of Education Decision on Black Educators." *Negro Educational Review*. Vol. 30 (October), No. 4, pp. 217-32.

Froelich, Kathy, and Cheryl Medearis. 1999. "Sitting Bull's Vision: A Collaboration That Works for Our Children." *Tribal College Journal*. Vol. XI, No. 2 (Winter), pp. 18–20.

Gitomer, Drew H., Andrew S. Latham, and Robert Ziomek. 1999. *The Academic Quality of Prospective Teachers: The Impact of Admissions and Licensure Testing*. Princeton, NJ: Educational Testing Service (ETS).

Gordon, June A. 1994. "Why Students of Color Are Not Entering Teaching: Reflections from Minority Teachers." *Journal of Teacher Education*. Vol. 45, No. 5 (November/December), pp. 346–53.

HACU. See: Hispanic Association of Colleges and Universities.

Heubert, Jay P. and Robert M. Hauser, eds. 1999. *High Stakes: Testing for Tracking, Promotion, and Graduation*. National Research Council. Washington, DC: National Academy Press.

Hispanic Association of Colleges and Universities (HACU). 2000. "Membership Information." From HACU website (http://www.hacu.net/members/members.html).

Hussar, William J. 1999. *Predicting the Need for Newly Hired Teachers in the United States to 2008–09*. U.S. Department of Education. National Center for Education Statistics (NCES). NCES 99–026. Washington, DC: Government Printing Office, August.

IBHE. See: Illinois Board of Higher Education.

Illinois Board of Higher Education (IBHE). 1999. "Dwight D. Eisenhower Professional Development Program Federal Fiscal Year 1999 Grant Awards." From IBHE website (http://www.ibhe.state.il.us/board%20items/1999/12%20december/itemca04.pdf).

Michael-Bandele, Mwangaza. 1993. "Who's Missing From the Classroom: The Need for Minority Teachers." Trends and Issues Paper, No. 9. Washington, DC: Eric Clearinghouse on Teacher Education (ED352361).

National Commission on Teaching and America's Future (NCTAF). 1996. *What Matters Most: Teaching for America's Future*. New York, NY: NCTAF, September.

NCES. See: U.S. Department of Education. National Center for Education Statistics.

NYSED. See: New York State Education Department.

New York State Education Department (NYSED). 2000. "1999–2000 Dwight D. Eisenhower Professional Development Program Roster of Programs and Project Directors." From NYSED website (http://www.highered.nysed.gov:9220/cscc/totappend4.htm).

O'Brien, Eileen M., and Catherine Zudak. 1998. "Minority-Serving Institutions: An Overview." In Jamie P. Merisotis and Colleen T. O'Brien, eds. *Minority-Serving Institutions: Distinct Purposes, Common Goals*. New Directions for Higher Education. No. 102. San Francisco, CA: Jossey-Bass Publishers, pp. 5–15.

Pavel, D. Michael, Thomas. R. Curtin, and Summer D. Whitener. 1997. *Characteristics of American Indian and Alaskan Native Education: Results from the 1990–91 and 1993–94 Schools and Staffing Surveys*. NCES 97–451. Washington, DC: Government Printing Office, March.

Recruiting New Teachers (RNT), Inc. 2000. "About Recruiting New Teachers." From RNT website (http://www.rnt.org).

Redd, Kenneth E. 1998. "Historically Black Colleges and Universities: Making a Comeback." In Jamie P. Merisotis and Colleen T. O'Brien, eds. *Minority-Serving Institutions: Distinct Purposes, Common Goals*. New Directions for Higher Education. No. 102. San Francisco, CA: Jossey-Bass Publishers, pp. 33–43.

THECB. See: Texas Higher Education Coordinating Board.

Texas Higher Education Coordinating Board (THECB). 2000. "Dwight D. Eisenhower Professional Development Grants Program, 2000–2001 Program. From THECB website (http://www.thecb.state.tx.us/divisions/univ/eg/lists/lists.htm).

The Institute for Higher Education Policy. 1997. *Missed Opportunities: A New Look at Disadvantaged College Aspirants*. Prepared for The Education Resources Institute (TERI). Washington, DC: The Institute for Higher Education Policy, December.

_____. 1999. *The Tuition Puzzle: Putting the Pieces Together*. Prepared for the New Millennium Project on Higher Education Costs, Pricing, and Productivity. Washington, DC: The Institute for Higher Education Policy, February.

_____. 2000. "Getting Lost in the Translation: Limited English Proficient Students in Postsecondary Education." *Policy Steps*. Vol. VI, No. 1 (September). Washington, DC: The Institute for Higher Education Policy.

U.S. Bureau of the Census. 1999a. "Poverty Estimates by Selected Characteristics: 1989, 1997, and 1998." Table: Poverty 1998. *Current Population Survey Reports*. From Census website (http://www.census.gov/hhes/poverty/poverty98/pv98est1.html).

_____. 1999b. "School Enrollment of the Population 3 to 34 Years Old, by Level and Control of School, Race, and Hispanic Origin: October 1955 to 1998." Table A–1. Historical Tables. *Current Population Survey Reports*. From Census website (http://www.census.gov/population/www/socdemo/school.html).

_____. 2000. "(NP–T4) Projections of the Total Resident Population by Five-Year Age Groups, Race, and Hispanic Origin with Special Age Categories: Middle Series, 1999 to 2100." Population Projections Program, Population Division. From Census website (http://www.census.gov/population/www/projections/natsumt-3.html).

U.S. Congress. 1999. "Title II Teacher Quality Enhancement Grants for States and Partnerships Section. Section 208 [20 U.S.C. 1028]." 106th Congress, 1st Session. *A Compilation of Federal Education Laws. Volume III. As Amended through December 1999*. Washington, DC: Government Printing Office, September, pp. 46–47.

USDE. See: U.S. Department of Education.

U.S. Department of Education (USDE). 2000a. "The Grant Award FY 2000 Database." From USDE website (http://web99.ed.gov/grant/grtawd00.nsf).

_____. 2000b. "Preparing Tomorrow's Teachers to Use Technology 2000 Implementation and Catalyst Grantees. From USDE website (http://www.ed.gov/offices/OPE/PPI/teachtech/b_2000grantees_list.html)

U.S. Department of Education. National Center for Education Statistics (NCES). 1994. *The Condition of Education*. NCES 94–149. Washington, DC: Government Printing Office, August.

_____. 1996a. Integrated Postsecondary Education Data System (IPEDS). Finance Survey Fiscal Year 1996.

_____. 1996b. National Postsecondary Student Aid Study, 1996 (NPSAS: 96), Data Analysis System.

_____. 1997a. *1993–94 Schools and Staffing Survey: A Profile of Policies and Practices for Limited English Proficient Students: Screening Methods, Program Support, and Teacher Training*. NCES 97–472. Washington, DC: Government Printing Office, February.

_____. 1997b. *America's Teachers: Profile of a Profession, 1993–94*. NCES 97–460. Washington, DC: Government Printing Office, July.

_____. 1997c. Integrated Postsecondary Education Data System (IPEDS). Completions Survey, Academic Year (AY) 1996–97.

_____. 1997d. Integrated Postsecondary Education Data System (IPEDS). Fall Enrollment Survey, 1997.

_____. 1999. "Internet Access in Public Schools, 1994–1998." *Issue Brief*, February.

_____. 2000a. *Increasing the Participation of Special Needs Students in NAEP*. NCES 2000–473. Washington, DC: Government Printing Office, March.

_____. 2000b. *Reference and Reporting Guide for Preparing State and Institutional Reports on the Quality of Teacher Preparation*. NCES 2000–089. Washington, DC: Government Printing Office, April.

_____. 2000c. *Digest of Education Statistics 1999*. NCES 2000–031. Washington, DC: Government Printing Office, May.

_____. 2000d. *Condition of America's Public School Facilities: 1999*. NCES 2000–032. Washington, DC: Government Printing Office, June.

_____. 2000e. *The Condition of Education 2000*. NCES 2000–062. Washington, DC: Government Printing Office, June.

White House Initiative on Educational Excellence for Hispanic Americans. 2000. "Hispanic Serving Institutions (HSIs)." From White House Initiative on Educational Excellence for Hispanic Americans website (http://www.ed.gov/offices/OIIA/Hispanics/hsi/whidoing.html).

White House Initiative on Tribal Colleges and Universities. 1999. Remarks by U.S. Secretary of Education Richard W. Riley to the President's Advisory Board on Tribal Colleges and Universities. Washington, DC, July 20.

Wolanin, Thomas R. 1998. "The Federal Investment in Minority-Serving Institutions." In Jamie P. Merisotis and Colleen T. O'Brien, eds. *Minority-Serving Institutions: Distinct Purposes, Common Goals*. New Directions for Higher Education. No. 102. San Francisco, CA: Jossey-Bass Publishers, pp. 17–32.